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Catching the Cross-Country Criminal

Jumping over state lines to "beat the rap" will continue to be profitable for criminals until the states realize the deficiencies of the present laws for the return of fugitives, says Mayor John A. Warner, superintendent of the New York State Troopers, in the current issue of State Government, official magazine of the American Legislators' Association.

The chase for petty criminals or misdemeanants is often given up because their offences are not serious enough to justify the expenses of interstate rendition or extradition, Major Warner points out. But both misdemeanants and felons are hard to apprehend.

A few states have amended their laws to simplify a fugitive criminal's return, but because of lack of co-operation of other states, most misdemeanants and many felons continue to enjoy "out-of-state" immunity.

The expense of preparing papers and of traveling to the capital of the state to which the fugitive has fled is one of the major obstacles. Modern interstate police teletype and police radio make it possible to head off a lawbreaker quickly, even out of the state, but because of the technical difficulties involved in his arrest, the demanding state often fails to secure his return.

Major Warner suggests that legislators and crime commissioners look into the possibilities of the Federal Interstate Compact Act which authorizes states to enter into agreements which would aid in the prompt return of fugitive criminals.

Interstate compacts, in his opinion, should be made broad enough to include interstate rendition upon certification by the demanding state and might even recognize the authority of out-of-state police officials in the execution of process and the apprehension of offenders.

The recent Federal act making it a crime for felons or witnesses in criminal proceedings to flee from one state to another is of considerable help, Major Warner says. He comments, however, that Federal authorities must be called in to arrest the criminals, who may then be tried first on the charge of flight before their violation of state laws are tried.

How Cities Protect Their Pavement Construction

Most cities letting contracts for city pavements require the contractor to guarantee the workmanship and materials of the job or the job itself, according to a survey just made by the American Municipal Association and the United States Conference of Mayors of 159 cities over 50,000 population.

Maintenance guarantees are often opposed on the grounds that they increase the cost of paving, that better results can be secured by adequate specifications and rigid tests during construction, and that the requirements are usually not enforced anyway.

But the survey shows that three-quarters of the cities replying use maintenance guarantees. Some of the other cities employ city forces for their pavement construction, so that the question of guarantee does not arise.

The primary purpose of a maintenance guarantee is to insure a good construction job. A secondary purpose is to finance maintenance for a period out of construction funds.

The cities insure against defects ranging all the way from admitted flaws in workmanship or materials to all defects and difficulties arising from any cause, the report shows. Guarantee or maintenance periods run from six months to ten years, three and five years being the most common. The cities usually require a surety bond or retain a cash fund as security.

Beaumont, Tex., which has the broadest guarantee clause reported, binds the contractor to repair any defects or deteriorations that show up in the road construction during the five years after it is built. Indianapolis, Ind., narrowly restricts the contractor's liability to all repairs "which may become necessary by reason of improper workmanship or defective materials" and does not include damage resulting "from any forces or circumstances beyond the control of the contractor."

Guarantee clauses of the other cities range between these two extremes.

Double Taxation Not the Whole Tax Conflict

Double taxation, which to most people means two taxes on the same thing from different sources--federal and state or two states--is only a part of the problem of conflicting taxation, says James W. Martin, research director of the Interstate Commission on Conflicting Taxation.

The Commission, set up by the Interstate Assembly representing the various states, which was called together by the American Legislators' Association in 1933, will report results of its subsequent study of conflicting taxation early in 1935.

The general definition of double taxation, Mr. Martin explains, is a duplicate tax levy that discriminates between certain types of taxpayers, whether it is levied by one jurisdiction or by more than one. Thus, double taxation may arise in a single taxing district in the case of a general property tax which defines as taxable property both the stock of a corporation and the realty it owns.

There is a second class of "tax conflict", however, in the technical difficulties arising from the indifference of each taxing jurisdiction to the tax levies of others, Mr. Martin points out. If a corporation does business in a dozen states, it is likely to encounter a dozen and one bases for computing capital gains or depreciations. Varying legal interpretations of the same statutory provisions present another aspect of this difficulty.

Competition between various commonwealths for economic advantage--as seen in the recent Florida constitutional provision exempting movie producers from income tax--is a third kind of conflict based on the multiplicity of tax jurisdictions.

A fourth kind of conflict lies in the constitutional provision prohibiting state taxation of interstate commerce. If, for example, a shipment is made from Cincinnati, O. to Cleveland, O., freight tariff receipts of the railroad company are subject to tax. If the same shipment originates in Ludlow, Ky., a mile across the Ohio border, and travels over exactly the same line, Ohio cannot levy the tax.

The most obvious, though not the most serious kind of conflict, Mr. Martin comments, is the cost of maintaining a duplicate state and federal administration for several kinds of taxes.

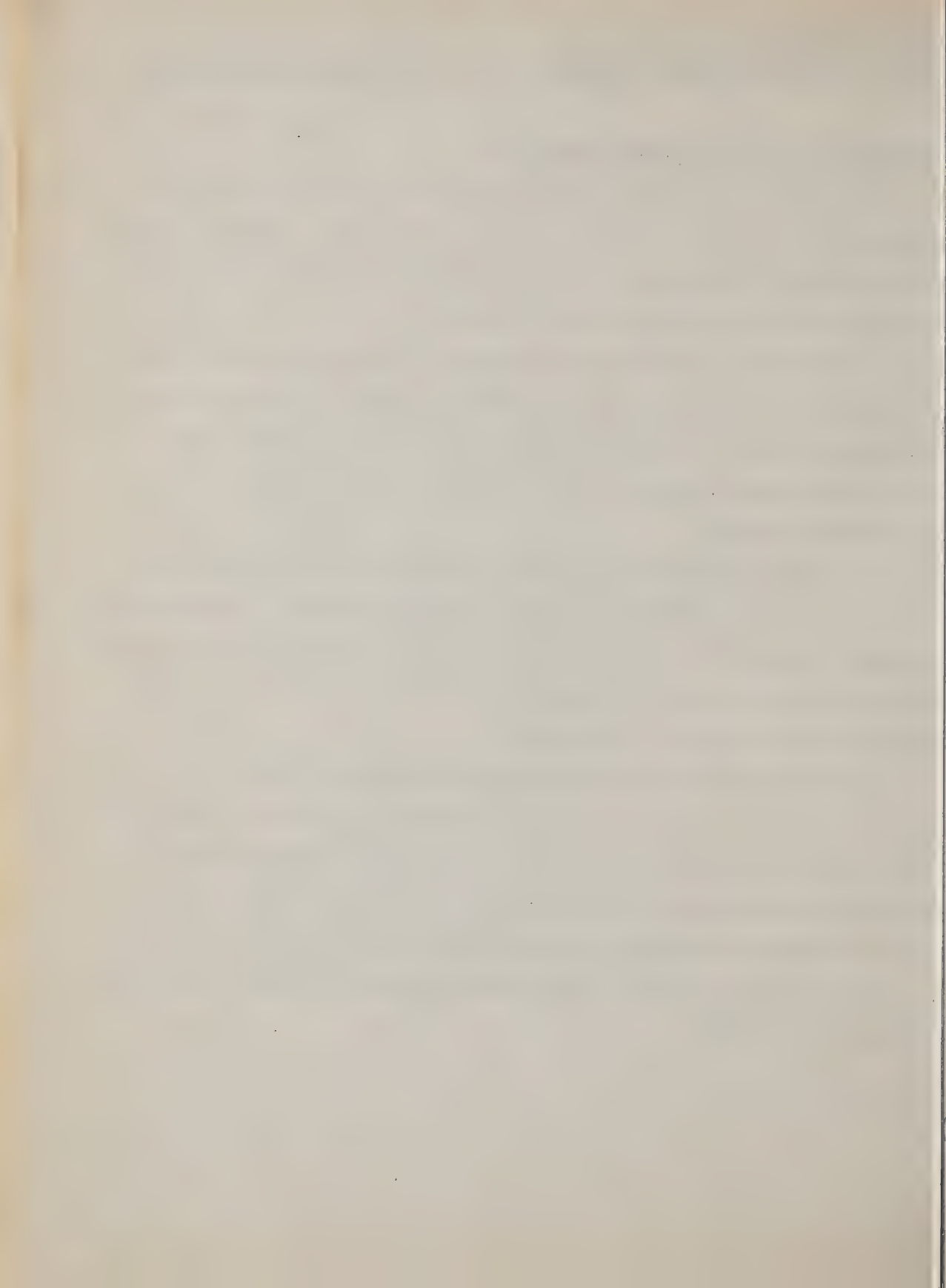
Licensing Motor Vehicles Using Diesel Oils

Licensing of motor vehicles using diesel oils and others of the coarser fuels, vehicles which have thus far been tax exempt, will be studied by western states taking the advice of the executive committee of the Western Motor Vehicle Conference which met in Phoenix, Ariz. recently.

Trucks and other vehicles using this kind of fuel are increasing in number so rapidly in the western states, the committee pointed out, that unless their licensing is covered by suitable legislation at the next sessions of the Legislatures, many thousands of dollars in revenue possible will be lost during the coming two years.

The committee recommended that each state study this tax problem in its particular locality promptly and exchange information with the other states of the region. Findings made will be presented at the next meeting of the Western Motor Vehicle Conference, which will take place in the spring of 1935, according to Henry W. Toll, secretary of the committee.

The Western Motor Vehicle Conference was established in June, 1934, at a meeting held in Salt Lake City under the auspices of the American Legislators' Association. Eleven western states are represented by administrative and legislative officers in the Conference, which is for the purpose of uniting effort in solving motor vehicle regulation problems. The states are: Arizona, California, Colorado, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, Washington and Wyoming.



Outlook for the Gas Tax

The gasoline tax, which has been a popular source of public revenue during the depression, providing for welfare and school needs as well as road-building, is on the way toward stabilization and a new place in the tax structure.

Prof. Finla G. Crawford, who has completed his fourth survey of the gas tax, expresses this opinion in The Gasoline Tax in the United States: 1974, issued by Public Administration Service, Chicago, today.

First adopted in 1919 by the state of Oregon, the tax was a one-cent levy. Within ten years all forty-eight states had adopted it and the tax rate went up to three, four, six and seven cents a gallon.

Opposition to heavier levies began to take concrete form in 1933, the history of the tax shows. During the past two years, temporary rate increases were extended but all further increases were defeated by 37 state legislatures.

This "shows beyond a doubt that the legislators are coming to the conclusion that gasoline and the motor vehicle can bear no further burden and that decreases must be made in the future," says Prof. Crawford.

Opposition to higher rates has arisen because: (1) the tax is very difficult to administer when it is so high that evasion becomes profitable; (2) the tax is being used as a source of revenue for purposes other than roads; (3) it is maintained that the motorist pays too large a proportion of the cost of government; (4) the higher taxes are said to have a bad effect on the automobile industry; (5) many voters believe that highway construction has reached its peak and that further expenditures should abruptly curtailed.

There is need for developing a greater uniformity in state gas tax laws, Prof. Crawford says.

"If the taxation of motor fuel has become a permanent fixture in our tax structure," he points out, "it is essential that uniformity be secured in the legal structure, the maximum rate of tax, and in refund and administrative provisions."

The seemingly endless supply of money forthcoming from the gasoline tax should not serve to encourage reckless expenditure for highways or other purposes, he comments, or the method for their reasonable financing may be destroyed.

State Lawmakers' Salaries

The 48 states pay their lawmakers over seven million dollars in salaries for regular sessions, but no individual solon in any state receives more than \$15 a day, according to a compilation of legislators' salaries which appears in the current issue of State Government, official magazine of the American Legislators' Association.

Seventeen states pay \$10 or more a day for their legislators' services and twenty-one pay between \$5 and \$10 a day. Some of the states, however, pay an annual stipend and do not have a limit on the length of sessions, so that the daily pay may be lower when sessions are unusually long.

The highest legislative salary is paid by New York, the compilation shows. Senators and representatives of this state receive \$2500 a year. Massachusetts is next, allotting \$2000 a year, and Illinois is third, with \$3500 for two years. Pennsylvania pays \$2500 for two years; and Wisconsin and California, \$2400. Among the states paying the lowest salaries are Michigan and Oregon, which allot \$3 a day, and Connecticut, which pays \$300 for two years' term with a five months' session.

Special sessions are not paid on a "time and a half for overtime" basis, according to the survey. Most of the states show the same rate as for regular session. A few have set a stipend for the entire special session: Virginia, at \$360 and Pennsylvania at \$500.

All of the states allow traveling expenses to and from the capitol. Some of them allot five or ten cents a mile, but others go as high as twenty-five cents.

Nebraska, which now pays its senators and representatives \$800 for two years, will pay between \$1500 and \$2500 for the same period when unicameral legislature convenes for the first time in 1937. The reduction in the size of the legislature will more than compensate for the increase in legislative salaries. Now, with legislature of 133 members, salaries total over \$100,000 for the two-year term. Under the one-house plan, the salaries will amount to \$75,000.

Uniform Reporting of City Dollars and Cents

The year 1935 should see new impetus in the movement for uniform reporting of financial information by units of local government, according to Carl H. Chatters, executive director, Municipal Finance Officers' Association.

The movement, which began just after the depression of 1893 under the leadership of Harvey S. Chase and the National Municipal League, is taking on new life, Mr. Chatters told members of the American Political Science Association at a recent round-table meeting on the subject.

In the field of accounting, the National Committee on Municipal Accounting, sponsored by the Municipal Finance Officers' Association, and by other groups of public officials and the professional accounting societies, is now working on the standardization of municipal accounting terminology and principles. Recommendations of the Committee will be published early in the year.

In the field of reporting, the Association has just completed surveys in two states of the reporting of financial statistics and other/^{data} showing what the money is used for, to determine their completeness.

"Examination shows," says Mr. Chatters, "that in most of our state capitols there is no adequate administrative machinery for the systematic publication of up-to-date, current information on state and local finances. Nor is there any way of letting the taxpayers of the state know what services the various units of government are performing."

Most of the information published in 1934 was already a year and a half old when it appeared, being for the fiscal year ending June, 1932, Mr. Chatters points out. In few other fields of social activity are statistics so out-of-date when they are published, despite the importance of knowing what the local governments are doing with the taxpayers' dollars before the information is ancient history.

Cities Meet Debt Problems

Embarked upon a bond refunding program, the city of Toledo, O. promises creditors that it will operate as economically as possible in 1935. After an intensive study of every municipal department, the city's Commission of Publicity and Efficiency recommends balancing the budget, now short \$600,000, by reductions in salary and personnel. It is out of the question, the Commission declares, to curtail municipal services, which have already been reduced during the past few years.

Certain improvements in the conduct of the city services are recommended, which would result eventually in permanent economies. Among these are:

1. A quarterly or monthly allotment system of budgetary control for each department.
2. Overhauling of the purchasing procedure, to introduce competitive bidding, centralized storage, standardization and testing of supplies and equipment.
3. Reorganization of the Divisions of Police and Fire, with attention to the possibilities of reducing personnel by retirement of the older employees and by the motorization of patrols and police radio.
4. Transfer of trained police and fire employees now operating the police and fire alarm system to active duty and substitution of civilians on these jobs.
5. Placing the Division of Inspection on a self-supporting basis.
6. Reorganization of the Division of Health and the Department of Public Welfare.
7. Placing employees in the Clerk of Council's office under civil service.
8. Municipal manufacture of material used in the resurfacing and maintenance of streets.
9. Modernization of the bookkeeping and records system of the waterworks department.
10. Modernization of the accounting system in the finance department.

Among cities which have successfully negotiated a refunding plan is Detroit, which in 1932 found itself with a \$400,000,000 bonded debt and no way of paying it. A debt refunding plan was launched in April, 1933 and scrip was issued to pay current bills. By November, 1934, the debt refunding program, involving \$300,000,000, was completed and the last of the scrip had been retired, so that Detroit's new bonds are now selling at 90 instead of at 36, as they were a short time ago.

Important in the careful financial program of these two years were the modernization of the city treasurer's office equipment by installation of a modern tax-billing system and overhauling of the tax record and accounting system, so that the city might know to the penny how much cash was in the bank and how much was outstanding. Detroit has recently created the new office of Financial Director to advise the mayor in budget preparation.

Other cities now working out bond refunding programs are Asheville, N.C., Akron, O., Pontiac, Mich., St. Petersburg, Fla. and Atlantic City, N.J.

More Pre-Session Planning

Interesting variants on the pre-session conference plan of threshing out anticipated legislative problems are being tried in New Mexico and New York, says the January issue of State Government, official magazine of the American Legislators' Association.

Governor Tingley of New Mexico appointed sixteen committees to compile information on legislative problems of the state. In December these committees reported results of their study to a central legal advisory committee of twelve leading attorneys to whom the duty of drafting bills was assigned. When the session convenes on January 8, these bills will be introduced as administration measures. The governor has expressed the hope that the legislative session may thus be shortened considerably from its customary eighty-day period.

The committees of this year were on public health, child welfare, education, taxation, governmental economy, public lands and parks, higher educational institutions, state institutions, water conservation, disabled soldiers' relief, voting registration and primary, old age pension and unemployment insurance, natural resources, labor, agriculture and livestock.

In New York a special judicial council was appointed to draft a number of suggestions for the improvement of legal procedure. On the council sat the chief judge of the Court of Appeals, two members of the bar from each judicial district, two citizens, the presiding justices of the Appellate Divisions of the Supreme Court, and the chairman of the judiciary committees of the legislature. These suggestions will go before the legislature now in session.

"The New Mexico and New York devices differ in detail from the pre-session conferences which have been arranged by the American Legislators' Association in several states," comments Henry W. Toll, executive director, "but they are working toward the same goal and indicate a nation-wide movement toward more careful planning of state legislation."

Texas City Adopts Uniform Crime Records

Crime - Statistics

El Paso, Tex. is the latest city to adopt the Uniform Crime Record system prepared by the International Association of Chiefs of Police for the United States Department of Justice, according to the January issue of the Police Chiefs' News Letter.

The Texas city joins approximately one hundred other cities of the country which have installed this detailed record system within the past few years. As short a time as four years ago not more than a dozen cities kept accurate records of local crimes.

Police departments which keep up their reports under the Uniform Crime Records system require their officers to write down every activity on each case they investigate. These daily reports enable local police officials to analyze what, where, when and how crime is being committed and the percentage of cases cleared by arrest.

Monthly reports, made up from the daily record, are sent to the United States Department of Justice, which receives crime data from over 1700 cities for a composite record of all crimes known to the police.

"If more cities adopted the Uniform Crime Record system, the Department of Justice records might easily be made more complete," comments Donald C. Stone, assistant director of the committee which set up the system. "It would also bring about more scientific police administration in local units of government and aid in furthering police co-operation on a national basis."

The United States Unite

Collective efforts of the 48 states to advance the cause of more efficient government will be advanced when the planning board of the Council of State Governments meets in Washington, D. C. on January 18-19 to draft practical plans for interstate co-operation.

This will be the first meeting of the planning board of the Council, which was recently organized by the American Legislators' Association.

One of the chief aims of the Council is to bring state governments into closer touch with one another regionally as well as nationally, and it is expected the meeting will result in suggestions for "regional planning" along several lines

"The gathering will be of more than ordinary significance," says Henry W. executive director, in announcing the conference. "The Council is engaged upon project which is designed to bring about more effective co-operation of the various associations of state officials. There are already sixty of these groups, many of which could pool some of their efforts to considerable advantage."

With the Council board will meet the managing board of the American Legislators' Association and the Interstate Commission on Conflicting Taxation. Gov. John G. Winant of New Hampshire, who heads the Council, will preside at the meeting.

Regular members of the Council's planning board include governors, legislators, and other state officials. Among them are: Gov. John C. B. Ehringhaus of North Carolina, Gov. Henry Horner of Illinois, Gov. Paul V. McNutt of Indiana, Hon. William B. Belknap, president of the American Legislators' Association, Hon. Henry F. Long, Massachusetts tax commissioner, and former Sen. Seabury C. Mastick, Chairman of the New York Commission for Revision of the Tax Laws.

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LIBRARY Cities Consider Their Own Sales Tax

Municipal sales taxes are increasingly being suggested in cities in need of ready cash, according to the current issues of the United States Municipal News, bulletin of the American Municipal Association and the U.S. Conference of Mayors. But in most cases city councils fail to approve the measures.

Daytona Beach, Fla. has started the new year with a general retail sales tax of 3 per cent, to meet operating expenses for 1935. New York City's 2 per cent sales tax, which went into effect just before Christmas, will continue through the year 1935, with the expectation of forty million dollars in revenue.

Another southern city, Atlanta, Ga., is considering a 3 per cent sales tax to be used for the public schools. The proposed tax would raise about three million dollars and would permit the city to reduce the general property levy by approximately that amount.

The Minneapolis city council recently tabled a proposal for a city income and sales tax and Philadelphia city fathers failed to approve a 1 cent tax on every sale of \$1 or less, which would have taxed a penny sucker 100 per cent.

Los Angeles council recently rejected a proposal to tax all retail sales of tangible personal property not already taxed. This city now levies business license fees on department stores, drug stores, markets and several other businesses at the rate of \$7.50 on the first \$15,000 gross receipts and 50 cents for each additional \$1,000.

Municipal sales tax proposals were up for consideration in Cleveland and Akron, O. and in Miami, Fla. among other cities last year and were rejected.

"The fact that more cities are regarding the municipal sales tax as a possible source of revenue indicates their desperate need of funds," says Paul V. Betters, executive director of the American Municipal Association and the U.S. Conference of Mayors. "Chief arguments against the local sales tax are that it falls on those least able to pay and that it is difficult to administer, because of the ease of evasion both by merchants and manufacturers, and by consumers, who can easily take their business outside the taxing city's jurisdiction and make purchases in adjacent tax-free towns."

451 City-Manager Cities in 26 Years

Man. govt. By manager

Limerick, Ireland and Washington Court House, O., which approved adoption of the council-manager plan of government in the last months of 1934, bring the total number of "manager" cities and counties in the United States and foreign countries to 451 as the plan begins the twenty-eighth year of its existence this month.

During the past year, according to the International City Managers' Association, six cities and one county voted to follow the pioneering example set by Staunton, Va. in January, 1908. One Canadian city, Mount Royal, Que., and three other American cities--Schenectady, N.Y., Toledo, O. and Clifton, N.J.--adopted council-manager government, and Douglas County, Neb. joined six other counties already thus managed.

The United States has the greatest number of local governments in council-manager form -432- but the movement has also spread to Canada, Ireland, New Zealand and India. Limerick is the fourth Irish city to adopt the plan and the government of the Irish Free State has announced the intention of introducing legislation to provide county managers throughout the Free State.

Council-manager enabling legislation will be introduced in at least five of the forty-three state legislatures convening this month, according to report of the International City Managers' Association. These states are Illinois, Indiana, Nevada, Pennsylvania and Washington.

Campaigns for the adoption of the manager plan are under way in twenty-five cities in this country at present, including Syracuse, N.Y. and Pittsburgh, Pa. Braintree, Mass. will vote on the adoption of the plan on March 4.

Of the eleven cities voting during 1934 on the question of abandoning the manager plan, all except one--Fall River--decided to retain it. The recent manager of this Massachusetts city has now been elected mayor.

Unifying County Police *Rural*

Improved methods of fighting local crime are suggested by Governor White's Commission on County Government to Ohio counties planning to revamp their governmental set-ups under the recent county home rule amendment to the state constitution.

Unification of urban police service on a county-wide basis and expansion of the staff and powers of state police for rural police protection are chief points of the proposal, according to the January issue of the Police Chiefs' News Letter, bulletin of the International Association of Chiefs of Police.

Three of the main recommendations are: (1) that the elective office of sheriff be abolished in favor of the appointive position of county chief of police, to be filled on the basis of training and experience, and for an indefinite tenure; (2) that the prosecuting attorney be appointed instead of elected, and that he prosecute all state cases in the preliminary hearing, including those now handled by the city solicitor; (3) that the office of coroner be eliminated and the position of medical examiner be created instead, to be filled by appointment within the classified civil service; (4) that the state highway patrol be developed into an effective state police force for service in rural areas and be equipped to provide for urban as well as rural areas state-wide facilities including a communications system, a central staff of crime detection specialists and a police training school.

Ohio at present has 95⁴ separate and independent, publicly supported police agencies and 198 prosecutors and city solicitors responsible for the prosecution of offenses.

Unification of the police system, the Commission says, will eliminate the present confusion of authority and jurisdiction and will secure flexibility in the use of police resources of the county. The benefits of special squads and technical services now available only to central cities can thus be extended to the counties. Within the service it will be easier to bring about use of a uniform system of police records and statistics and a sound pension system.

Four counties--Cuyahoga, Lucas, Hamilton and Mahoning--have charter commissions at work on proposals for county government reorganization which will be submitted to voters in the fall of 1935.

Cities and the New Work Relief Program

Cities should round out their plans for housing and slum clearance and other public works immediately, so that they will be able to take advantage of the expanded federal works program as soon as it goes into effect, advises Paul V. Betters, executive director of the United States Conference of Mayors and the American Municipal Association.

The program as announced in President Roosevelt's message divides persons on relief into groups--the employables, for whom the federal government will be responsible, and the unemployables, for whom the states and cities will be urged to provide.

"This is the best news the ten million people on relief have had since the depression began," says Mr. Betters. "It means that the dole will pass and that those who are able and willing to work will be given jobs."

With federal aid to pay for labor, the major cities of the country will be able to spend one billion five hundred million dollars on needed public works, he estimates, provided the terms of loans to cities are made liberal enough.

Definite emphasis in the federal work program will be given to low-cost housing, he comments. On municipal projects emphasis will be given to those of a revenue-producing character. Street paving, water works and sewer building fall into this classification.

The United States Conference of Mayors and the American Municipal Association, which several months ago passed resolutions suggesting the division of relief rolls into employables and unemployables, also have suggested that loans be made to cities at substantially lower rates in order to make possible much wider participation in the public works program by municipalities.

States Progress in Library Planning

Libraries

Forty states and the District of Columbia have set up library planning committees within the past nine months, according to the January issue of the Bulletin of the American Library Association.

Regional libraries, certification of librarians to improve professional standards, state sharing in the support of local library service, and strong consolidated state library agencies are among the ideas put forth in the plans formulated by the various states.

Library trustees and citizens are working together on the committees, most of which are co-operating with the state planning boards. Some state groups are making preliminary surveys before setting up their library programs. Others have already outlined general long-time objectives, and still others have set immediate objectives for quick legislative action.

The southeastern states and those in the Pacific northwest are the most interested in co-ordinating their plans in a group effort and are considering features to be developed for the entire region.

Libraries of the country, through the American Library Association, will ask the federal government to consider the advisability of making an annual appropriation of 50 to 100 million dollars for the nation-wide development of library service.

Under the proposal, federal funds would be allotted to the states and territories through state library agencies which submit approved programs for the library development of the state.

More Facts Needed on Local Government Costs

What share of the cost of relief can local governments afford to pay? How much should the states aid the local units in times when declining property values, tax delinquency and tax-limitation laws make it difficult for cities to weather depression?

These current questions and many others of importance to voter and city official are hard to answer under the present method of state reporting of municipal finance information, according to the Municipal Finance Officers' Association, which has just completed a survey in several states.

"Need for better financial reporting is reflected by this survey," say Carl H. Chatters, executive director of the Association. "A few cities and other local units issue periodic reports to their citizens, but this is not enough. In order to compare one city with another, it is essential that the states take a large part in publishing comparative information."

Financial data on expenditures do not tell the whole story, Mr. Chatters explains. Increased services must be compared with increased expenditures. In order to do this, more complete information on the activities and equipment as well as the expenditures of the various city departments is needed.

Among the questions which good reporting should answer he lists: How much fire equipment does the city own? How does it compare with other cities? What are the fire losses? How much new pavement is laid each year by the public works department? What is the volume of street cleaning?

Only by having complete and comparable information readily at hand, Mr. Chatters comments, is it possible to judge whether a city or county is functioning efficiently. Better financial reporting would also facilitate the task of federal agencies in securing data on local governments to which they are loaning money, he adds, and the granting of relief would be greatly simplified.

Where State Liquor Tax Money Goes

Taxation

Many of the 42 state legislatures now in session, according to the American Legislators' Association, are considering new uses for their liquor tax revenues as well as improved ways of administering them.

At present state liquor tax and license money goes into almost a dozen different pockets, according to a report published recently by a committee of the National Conference of State Liquor Control Administrators headed by Fred G. Garling, liquor control commissioner of Minnesota.

In fourteen of the thirty-two states reporting disposition of liquor revenue for the past year, the general fund or the state treasury receives all the revenue. In nine others, from 15 to 50 per cent of the revenue goes into this pocket and the balance to various special purposes. The remaining states earmark all of the liquor tax revenue for such purposes as schools, old age pensions, reduction of property taxes, unemployment relief and promotion of public health.

Arkansas, which puts the money to the greatest variety of uses, devotes 70 per cent to the common school fund, 12 per cent to the pension fund for Confederate soldiers, 10 per cent to the state tuberculosis sanitarium, 5 per cent to the state board of health and 1 per cent to the children's hospital.

Colorado and Massachusetts use tax revenues from liquor sales for old age pensions. Massachusetts puts the entire revenue from liquor licenses also into the state old age pension fund and Colorado uses 65 per cent of this revenue in this way.

States using liquor tax money all or in part for the schools are Arizona, Florida, Idaho, Indiana, Tennessee, Texas and West Virginia. Minnesota, Montana, Oregon and Wyoming utilize the whole or a part of their liquor tax money for unemployment relief. Louisiana, after putting some of the money into the general revenue fund, gives the balance to a property tax relief fund.

City and county sharing of state liquor revenues, widely advocated by tax students, is practiced wholly only in Wisconsin, which turns back all the income after deducting administrative expense. Michigan returns 85 per cent to local governments; New York and Rhode Island, 50 per cent; Colorado, 35 per cent and Tennessee, 33 1/3 per cent.

Revenue from liquor licenses is used in practically the same way as revenue from liquor taxes. In nine of the 32 states reporting, all or a part of the revenue from licenses goes back to the localities, usually on the basis of origin of the fees.

Per capita revenue from state liquor taxes, as reported by 25 states, ranges from four-tenths of a cent per month in Arkansas to nearly ten cents per month in Florida. Delaware, Kentucky, Maryland, Minnesota, New York and Wisconsin all collect five cents or more per person each month from this source.

Public Works Engineers Expand Program

An expanded program designed to keep members of the profession in close touch with new developments in public works engineering, thereby enabling them to render greater service to their communities, has been announced by the American Society of Municipal Engineers and the International Association of Public Works Officials, with the establishing of a joint secretariat in Chicago.

Grant of funds from a foundation has made possible the enlarged program, which includes:

1. Setting up a clearing house of information on public works and municipal engineering for the one thousand members of the two organizations and other officials.
2. Assisting engineering schools in developing courses in public works engineering and in the training of apprentices.
3. Holding conferences, including a joint annual meeting of the two organizations, the first of which will take place in Cincinnati in October, 1935.
4. Promoting public works institutes and co-operating with state municipal leagues in meetings of their public works and municipal engineers' groups.
5. Extending a nation-wide system of annual reporting of public works activities and costs.
6. Establishing local, state and regional chapters of public works and municipal engineering.
7. Conducting research in new and improved methods of public works administration.

"The functions of government administered by the membership of these two organizations not only are varied and important, but also they consume a major share of any governmental budget," says Donald C. Stone, executive director of the secretariat.

"Public works in all of its phases takes from 25 to 75 per cent of city, county and state revenues. Planning, construction, maintenance and operation of streets, bridges, sidewalks, asphalt plants, sewers, waterworks and electric and gas plants; development of garbage and refuse collection and disposal systems, traffic engineering, and work-relief programs are only a few of the duties of the public works engineer."

The current movement toward economic and social planning, Mr. Stone points out, reveals public works as one of the balance wheels in any attempt to avoid booms and depressions. It is therefore essential to have trained professional public works officials to cope with these present and emerging problems.

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FOR RELEASE: Tuesday, January 22.

Chicago, Jan. 22--Organization of the American Society of Planning Officials was announced here today. The purposes of the society are to act as a clearing house for the exchange of information and the improvement of administrative standards and practices in land and community planning, and to serve the increasing body of national, state, regional and local planning agencies and their staffs and consultants.

The society takes its place among the sixteen other associations of public officials which have set up their headquarters at 850 E. Fifty-eighth Street, Chicago.

Officers are: president, Alfred Bettman, Cincinnati, president of the National Conference on City Planning and regional director of the National Resources Board; vice-president, Morton L. Wallerstein, Richmond, Va., chairman of the Virginia State Planning Board; treasurer, Charles S. Ascher, secretary of Public Administration Clearing House, Chicago.

Directors are: Harold S. Bottenheim, of the Zoning Board of Adjustment, Madison, N.J. and editor of The American City Magazine; Walter H. Blucher, secretary of the Detroit City Planning Commission; Jacob L. Crane, jr., Chicago, president of the American City Planning Institute and consultant to the National Resources Board; Earl S. Draper, Knoxville, Director of Land Planning and Housing, Tennessee Valley Authority; Charles W. Eliot, II, executive officer of the National Resources Board; John Nolen, Cambridge, president of the International Federation of Housing and Town Planning and consultant of the Subsistence Homesteads Division of the Federal government; Dean H.H. Kildee, of the College of Agriculture, Iowa State College, Ames, Ia.; L. Deming Tilton, Santa Barbara, Calif., county planning engineer and director of the California State Planning

(More)

Board; and Samuel Wilson, Topeka, executive officer of the Kansas State Planning Board and secretary of the Kansas State Chamber of Commerce.

Walter H. Blucher has been elected executive director of the society.

"The society recognizes the excellent work which has been done by citizen groups such as the American Civic Association and the National Conference on City Planning in stimulating public interest in planning," says Mr. Blucher, in announcing formation of the new organization. "It intends in every way to co-operate with such agencies.

"The work of the National Resources Board which has resulted in the creation of forty-two state planning boards has given enormous impetus to large-scale land use planning and to fresh consideration of the complex problem of finding the best use from a social and economic standpoint of our natural resources. The prospect of a greatly enlarged public works program makes careful and comprehensive urban planning more urgent than ever before, if the tremendous sums suggested are to be spent wisely.

"Officials of local, state, regional and national planning boards have felt increasingly that they would be aided by an association of planning officials . . . would make available promptly to workers in the field throughout the country new practices and techniques developed in various localities and information which will promote sound administration. We think that an unusual opportunity for service lies ahead for the new society."

* * * * *

Ordinances for Today

All bicycle riders in Minneapolis must register their machines at police headquarters under a new ordinance and pay 50-cent registration fees, according to the United States Municipal News, bulletin of the American Municipal Association and the U.S. Conference of Mayors. The purpose is to make it easier for police to trace stolen machines. Los Angeles and Tulsa have similar ordinances licensing bicycle riders.

Other cities listed by the municipal bulletin as making changes in their codes to fit today's needs are:

Atlanta, which proposes to license airplane advertising. Under the ordinance a charge of \$2.50 will be made for the first flight of an airplane towing a banner and \$5 for two or more such flights. Norfolk, Va. has banned low-flying by airplanes over certain sections of the city.

St. Paul, whose council has before it an ordinance requiring landlords to supply information regarding tenants. A prescribed form would be filled out which would thoroughly identify each tenant. Only hotels would be exempt from the measure.

Denver, which has instituted a semi-annual safety inspection of automobiles, as has been done recently by Memphis, Dayton, Des Moines and several other cities.

Tulsa, which has adopted an ordinance licensing bath houses and masseurs. License applicants are examined by a board consisting of the police chief, finance commissioner and some member of the Tulsa Medical Society appointed by the mayor. Operators and managers of these businesses pay a \$25 license fee annually and masseurs are taxed \$10 for a license.

Oakland, Calif., which has adopted a Major Disaster Protective and Relief Plan providing that in an emergency too large for the regular police and fire departments to handle, control will be taken over by a committee consisting of the mayor, the city manager and representatives of the Red Cross, the Chamber of Commerce and the American Legion.

Seattle, which is considering the licensing of the increasingly popular "pin and ball" games and prohibiting their operation within 500 feet of schools and parks. Portland, Ore. also intends to license punchboards used as trade stimulators by merchants, basing the fee on the value of the board, and prohibiting the giving of prizes which are not carried in the stock of the operator.

Hiring Employees in Council-Manager Cities

How and by whom employees are hired in 106 cities of the country operating under the city-manager plan is revealed in a survey of personnel practices made by the International City Managers' Association, which publishes the information in the current issue of its magazine, Public Management.

Six questions were asked in the survey, which was answered by 75 cities of less than 50,000 and 31 of 50,000 population or over. The inquiry reveals that:

1. In all except two of the cities under 50,000, the city manager is in direct charge of hiring and discharging all city employees. In 11 of the 18 cities with a population of 50,000 to 100,000, the city manager likewise has this job. As exceptions, Berkeley, Calif. has a personnel and research assistant in the city managers' office; the city managers of Austin, Tex. and Pasadena, Calif. handle personnel problems with the advice of department heads; Binghamton, N.Y. and Portland, Me. hire their fire and police employees through the civil service commission, and in Sacramento, Calif., the secretary of the civil service commission is in charge of personnel.

Civil service commissions administer personnel matters in six cities over 100,000: Cincinnati and Dayton, O.; Dallas and Fort Worth, Tex.; Grand Rapids, Mich.; and Miami, Fla. Oakland, Calif., Rochester, N.Y. and San Diego, Calif. have personnel directors named by the city manager or a commission appointed by the mayor.

2. One-fourth of the 106 cities reporting are required by ordinance or statute to select employees from among residents of the city only. About one-third of 77 cities without this restriction report that appointments are limited to local residents as a matter of policy.

3. One-third of the cities report no method whatsoever of training city employees on the job. In 24 cities the managers rely on the department heads to develop their own methods of training. Twelve cities maintain training schools or provide ways of study for fire and police employees only; in four cities, the city manager holds periodic conferences for all employees. One city manager has developed an apprentice system; and the manager of another city requires each department head to have an understudy. Two-thirds of the cities report that some employees have attended courses sponsored by a university or state municipal league. Several managers indicate that training programs have been hampered by financial straits and that with improved times there should be an increase in in-service training.

4. City managers of cities under 100,000 population invariably prefer that personnel matters be handled directly by the city manager or his assistant. In cities of over 100,000, opinion is divided as to the relative merits of the traditional civil service commission or a full-time director of personnel, the majority preferring the latter.

Police, State - Legis

Model State Police Bill Issued

States turning their legislative attention to the establishing of state police forces in organizing their fight against crime are offered a model state police bill prepared by Ernst Puttkammer, of the University of Chicago Law School, and Donald C. Stone, of Public Administration Service.

The model bill, which has been approved by numerous experts in the police field, was worked out after departments existing in eleven states were examined, and the needs of sound state police administration were studied.

The bill proposes that the department of state police be headed by a trained and experienced police commissioner, appointed by the governor and removable only after public hearing on written charges. It would be the commissioner's job to set up a classification of ranks, grades and positions for all employees of the department, and to fix standards of qualification, training, education and experience, and to make appointments to the service.

All state police employees would undergo a course in probationary training in the state police training school, to be headed by the commissioner. Provision is made in the bill for setting up a central communications system and laboratory facilities as well as police training schools.

State police, by the model bill, would have the power of peace officers in any jurisdiction of the state and would also serve as game wardens. Within a municipality, however, they would act only when in hot pursuit of an offender, when seeking an out-of-state criminal or when called in for aid by the executive officer or police of the city. Their chief duty would be to protect and serve rural areas.

Cities and other units of local government would have the right to hire state police service on contract if they wished. They would also be able to send their own policemen to the state training school.

The suggested draft is a companion to the model bill providing for state bureaus of criminal identification prepared recently by these two authorities for the Committee on Uniform Crime Records of the International Association of Chiefs of Police.

The eleven states which have state police forces are: Connecticut, Maine, Massachusetts, Michigan, New Jersey, New York, Oregon, Pennsylvania, Rhode Island, Texas and West Virginia. Among other states now giving the matter serious consideration are California, Colorado, Illinois, Kansas, Minnesota, Nebraska, Ohio and Oklahoma.

Personnel Public Training

Training on the Job

City administrators and other officials will now be able to get further professional training for their jobs while they work, according to the International City Managers' Association, which today announced establishment of its Institute for Training in Municipal Administration.

The Institute has prepared a series of five extension courses in municipal administration, the first of which is on the organizations and functions of municipal government. Others will be on public works administration, municipal personnel, fire administration, and the technique of municipal management.

"Although the training courses carry out a suggestion of the Commission of Inquiry on Public Service Personnel in its recent report that more adequate training must be provided for men on the job in order to build up a 'career service system,' they are not entirely a new development," says Clarence E. Ridley, executive director of the International City Managers' Association.

The idea of the extension courses dates back to 1921, when the Institute of Public Administration in New York City recognized the need for training public administrators and prepared several courses which could be taken by mail. Later the School of Citizenship and Public Affairs of Syracuse University added several other courses. These courses have been taken over by the Institute and completely rewritten in the light of recent developments. Eventually, the Institute plans to make available courses covering every branch of municipal administration.

"In-service training--educating a man on his job--is an idea which needs much wider acceptance if public administration is to improve," says Mr. Ridley. "The courses of the Institute for Training in Municipal Administration are designed for people already in the public service who want to improve and broaden themselves either in their present positions or so that they may qualify for advancement to a higher rank. They are also planned for those who want to enter the public service and need a broad training and general knowledge of the problems and practices of managing a city."

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Cities Receive Reporting Honors

Mun. Govt - Reporting

Berkeley, Calif. leads a list of 47 cities graded on their 1934 municipal reports by Clarence E. Ridley, member of the National Committee on Municipal Reporting who makes the appraisal each year for the National Municipal Review.

Tying for second place are Alameda, Cal., Auburn, Me., Cincinnati, O., and Two Rivers, Wis.

Reports considered include only the complete summaries of municipal events of the year, and not reports of individual departments. They are judged on twenty counts applying to promptness of publishing, make-up and content. A short report--not over 50 pages--is one of the important criteria of the rating system. Another is the inclusion of diagrams and charts, maps and pictures to present the city's year in graphic form.

Outstanding features of the Berkeley report, which was given 95 out of a possible 100 points, were its brevity, clear illustrative charts and intelligibly presented financial information. In this report the account of each municipal activity and function was prefaced by the number of employees and the total expenditures for the year.

Auburn, one of the cities to tie for second honors with a rating of 94, rose to this rank from a rating of 72 in 1930.

Following the "top" cities, in order of their ranking, are Albert Lea, Minn., Dayton, O., and Norfolk, Va., which all received over 90 points; Ft. Atkinson, Wis., Austin, Tex., Lynchburg, Va., Kenosha, Wis., Oregon City, Ore., Milwaukee, Wis., San Mateo, Cal., and Stratford, Conn.

Of the annual report of Albert Lea, Mr. Ridley says: "Although issued in pocket size and only twenty-three pages long, it contains probably all that the citizen cares to know or will take the time to read about his city government."

The total of 47 general reports published in 1934 is by far the greatest number issued during any of the eight years since the report grading was started, Mr. Ridley comments. He calls this an encouraging sign, indicating that city administrators are becoming aware of the necessity for keeping the public informed on public matters, in order to develop sustained and intelligent citizen interest and support.

Planning Officials Organize

Planning

Planning officials of the country--the people who are working for a better utilization of urban and rural land and more livable cities--have formed a new organization to further their common interest. It is the American Society of Planning Officials, which has established headquarters in Chicago.

The organization is to act as a clearing house for the exchange of information and the improvement of standards and practices in land and community planning. It will serve national, state, regional and local planning agencies, which have increased greatly in number during the past few years.

Location of the society, at 850 E. 58th Street, Chicago, gives it a place among sixteen other associations of public officials which have been established there. They deal with such varied problems as municipal finance, public welfare, administration, construction and operation of public works and other subjects of importance to cities and states.

Close co-operation will also be maintained with all citizen groups interested in planning, such as the American Civic Association and the National Conference on City Planning, according to Walter H. Blucher, executive director of the new association. Mr. Blucher was formerly secretary of the Detroit City Planning Commission.

"City planning has been carried on in this country for more than a generation, with distinguished local success in many communities," says Mr. Blucher. "For nearly as long a time, agricultural economists and foresters, in the agricultural experiment stations and elsewhere, have been making studies of rural land-use and the conservation of natural resources. Now state planning boards in 42 states and the work of the National Resources Board have brought these two together and planning has taken on a regional aspect.

"The American Society of Planning Officials has been formed to aid local, state, regional and national planning boards by making available to them new practices and techniques developed in various localities and information which will promote sound administration. Prospects of a greatly enlarged public works program makes this more necessary than ever before."

Alfred Bettman, Cincinnati, head of the National Conference on City Planning and regional director of the National Resources Board, is president of the society; Morton L. Wallerstein, Richmond, Va., chairman of the Virginia State Planning Board is vice-president; and Charles S. Ascher, secretary of Public Administration Clearing House, Chicago, treasurer.

Central State Reporting Bureaus Needed

Mun Finance - Reporting

Every state needs a central bureau to collect municipal statistics and to co-ordinate the compilation and publishing of information about the state's own activities, concludes the Municipal Finance Officers' Association after a thorough study of the available statistical data in two states.

In one of the states five compilations of one set of statistics were found, according to A. M. Hillhouse, research director of the Association. To get complete information on education in the other state, it was necessary to analyze seven different reports, which were not cross-referenced or co-ordinated in the time or method of their presentation.

"Reporting of state government is in the hands of numerous state departments," comments Mr. Hillhouse. "The results, therefore, do not tie in with one another. Each department publishes its own report without proper regard for the type of information published by the others. In many departments the statistical work is purely incidental--sometimes just a minor clerk's job. There is no central board in any state to determine how often data should be published, what should be published and what duplications in reporting should be eliminated."

The general survey in the two states studied also showed that there is a scarcity of municipal facts, especially on local public works departments, fire prevention and protection, executive and legislative work, civil courts and municipally owned utilities.

If a central statistical bureau were set up, Mr. Hillhouse points out, it could publish each year a municipal yearbook containing both financial statistics and information on activity of municipal departments. The other important job of the bureau would be the co-ordination of all statistics from the various state departments, which would continue, however, to gather this information.

"Governmental administrators as well as taxpayers feel the need of having complete and up-to-the-minute knowledge of state and municipal affairs," says Mr. Hillhouse. "These facts are supplied on business and industry and they should be made available on government, in order to make it possible to check on efficiency of service."

Traffic-Regulation

Pedestrians on the Highways

"The pedestrian on the left is always right."

This statement is legally true in at least sixteen states, according to answers made by 42 of the 48 states queried recently by the National Conference on Street and Highway Safety on their provisions for pedestrian protection on the highways.

Results of the survey, quoted in the current issue of Minnesota Municipalities, magazine of the League of Minnesota Municipalities, disclose that in addition to the sixteen states with laws for walking the highways, four states have highway department regulations on the matter. Thirteen states without such laws recommend "left-side" walking.

One state, Delaware, requires not only that the pedestrian walk on the left, facing traffic, but also that he carry a lighted lantern, flashlight or other light at night.

Many of the state highway officials expressed the opinion that sidewalks should be constructed along all highways in the rural districts where there is an appreciable amount of pedestrian traffic. Delaware has reported the building of 26 miles of these sidewalks during the past year and North Carolina built 500 miles with CWA funds.

Two things need to be done in order to further safety of pedestrians on the highways, in the opinion of the Minnesota League writer: states should pass laws establishing the responsibility, so far as possible, of both the motorist and the pedestrian in the cause of their highway collisions; and pedestrians should be educated by road signs and other means to "walk to the left."

Recent figures show that the number of pedestrians hit on the highway is increasing in many states. Michigan, in 1933, saw the figure go up 4 per cent, Pennsylvania, 3 per cent, New Jersey, 5 per cent. Twenty-four per cent of all pedestrian fatalities are said to involve people walking along roadways.

The English government has recently announced that it will henceforth refuse to grant financial assistance toward the construction or improvement of any highways which do not provide for footpaths for pedestrians.

Making County Reform Possible

County govt - 4d

Reductions of the number of local governmental units to bring about tax savings and more efficient service are hampered by four kinds of state constitutional provisions, so far as county reorganization goes, according to Charles H. Erdman, Jr., Princeton professor of politics. On the other hand, changes in county government are encouraged by four other features of statute laws.

Writing in the February issue of State Government, official magazine of the American Legislators' Association, Prof. Erdman reports that:

1. Twenty-five states have constitutional provisions for the election of most county officers, which makes it difficult or impossible to set up simplified forms of county government. 2. Fourteen of the state constitutions designate a number of county officers to be elected, though the number is small and therefore not a major obstacle to the establishment of county-manager, county-executive or other simplified form of county government. 3. Eight states have constitutional provisions requiring a uniform system of county government throughout the state. 4. Twenty state constitutions forbid special legislation relating to county affairs.

As "permissive" features, Prof. Erdman reports that:

1. Five state constitutions allow counties to reorganize their administrative structure under "home rule" amendments. 2. Twelve states have "optional law" systems, though five of these allow choice only between the township-supervisor and the county-commissioner forms of government. 3. Eight constitutions allow full consolidation and six permit partial consolidation of counties. 4. Sixteen constitutions permit city-county consolidation or provide for separation of the city area from the county.

Prof. Erdman comments that the same kind of "reformed" government cannot be successfully applied in all the states, since some states have peculiar problems.

If, in a particular state, county home rule seems the best solution to the problem of reorganization, the working of that principle may be observed in California, he points out. Should an optional charter system seem wiser, the experience with the county-manager and county-executive forms in California, North Carolina and Virginia might be analyzed. The mergers of the two Tennessee and the three Georgia counties provide examples of county reduction or consolidation, while city-county consolidations can be studied in the cases of San Francisco and Denver, and partial consolidations in Baltimore and Philadelphia.

Fighting False Fire Alarms

The fellow who pulls the call-box, just to see the fire engines run, is finding this amusement increasingly more expensive in many cities, according to the United States Municipal News, bulletin of the American Municipal Association and the U. S. Conference of Mayors.

The fire chief of Denver, Colo., who believes that fining false fire-alarm enthusiasts is the best way of teaching them not to repeat their tricks, has asked that the punishment be set at \$100 and costs, with no exceptions.

In Cincinnati, O. the council recently voted to increase the maximum penalty for sending false fire-alarms from ninety days to six months in the workhouse, plus a money fine.

Louisville, Ky., where false alarms cost \$275 apiece, has decided to bestow a reward on the person identifying culprits who turn in false alarms.

The state fire marshal of Massachusetts urges cities to use short-wave radio in answering alarms and to help eliminate the needless expense of false alarms. The plan is to have a fire officers' car first make response to an alarm, determine what apparatus is needed and then radio to fire engines enroute.

London, Eng. has put into use a device in the fire call-box which automatically grasps the wrist of the person turning in the alarm, holding him until the firemen arrive and release him. This is a check both on those who turn in false alarms for sport and on excitable people who are really calling for aid but who forget to stay on the spot to direct the firemen to the blaze.

Regional Govt

Simplifying Government in Los Angeles County

Los Angeles County, a government which in a limited way at the present time is selling its services to customer cities, might well consider going into business on an even more general basis, according to Gordon Whitnall, co-ordinator of the Committee on Governmental Simplification in Los Angeles County.

The plan as it is now working in part is described in the February issue of State Government, official magazine of the American Legislators' Association.

The three municipal services which have been most widely contracted for by the various cities, towns and other units of Los Angeles County are tax assessment, tax collection and health. These are ordered from the central county offices in much the same way as they would be at the corner grocery.

Of the 44 municipalities incorporated within the metropolitan area, 35 have abandoned local assessing for taxation and have contracted to have the County Tax Assessor's office perform this service. The same number of cities also have elected to contract for tax collection. Thirty-six municipalities have turned over their local public health administration to the County Health Department.

The Los Angeles metropolitan area is unique in that it lies almost wholly within a single county. The area of some 1500 square miles, with a homogeneous population of about 2,500,000, contains over 450 separate, permanent taxing agencies, most of which had been created in response to a real and legitimate need, according to Mr. Whitnall.

In studying the situation, the Committee on Simplification found that most of these units were still performing the functions for which they were formed, but that it would be cheaper to perform them from a centralized bureau or to consolidate the units.

Mr. Whitnall predicts that Los Angeles County will find that her more general metropolitan-wide problems--water supply, flood control, sanitary drainage, police, fire--can best be handled by the largest government in the metropolitan area--the county. "Why should governmental units supply themselves with an inferior brand of service when they can go to the metropolitan government for a more efficient service at a decreased cost?" he asks.

He points out, however, that "local, natural communities" which have grown up because of the lay of the land, developing common interests and natural boundaries, must be considered in assigning this government service. It should be possible for these communities, he says, to have the option of accepting or rejecting this contracting with the metropolitan government for certain municipal services.

States Con Welfare Lessons of the Emergency

Public Welfare Administration

Return of a large part of the relief load to state responsibility is causing the states to review the past two years' experience of their emergency relief set-ups in order to plan new, permanent organizations, according to reports made to the American Public Welfare Association.

A number of states have recently issued reports on relief and welfare administration which conclude with the recommendation that a centralized state department of public welfare provides the best method for handling all state welfare problems.

The New Hampshire Foundation has just completed a survey of relief administration facts in the state, with the assistance of the American Public Welfare Association. The survey tells in detail the size of the permanent and temporary relief load of the state and the cost of the care of those on relief. It offers recommendations as to how welfare can best be financed and administered and what legislation will be necessary to place the state in line with new federal steps to forward economic security.

In New Jersey, the administrative council of the state ERA, after studying the present relief situation, proposes among other recommendations that the state establish unemployment, sickness and accident insurance; and that all public assistance activities of government, both permanent and emergency, be administered by a state Department of Public Welfare directly, or indirectly, through supervision of county welfare boards.

A report on public welfare in Oregon made recently to the governor's legislative study commission also recommended co-ordination of all state welfare activities in one department which would administer all state institutions and supervise all other welfare services in the state, including relief.

The Washington State Planning Council sponsored a survey of public welfare problems in the state which resulted in recommendation to the legislature that the entire system of relief and pensions be revised and that a state department of public welfare be established. A study in Colorado resulted in similar recommendations.

In Wyoming a survey of welfare and relief activity, sponsored by the State Board of Charities and Reform and the State Emergency Relief Administration, will be used in future planning.

Many states have either introduced or are planning to introduce bills relating to reorganization of their welfare work.

ve Personnel, Public

Trained People for Library Work

Should the proposal made be sixteen state library planning committees become effective, it will no longer be possible in these states for the mayor's sister or the police chief's cousin to be appointed to a library position, paid for out of public funds, unless she is properly qualified for the job by education and experience.

Library planning committees in this number of states, according to reports made to the American Library Association, have taken the stand that the people who care for the public book needs behind the library desks must be certified under state law.

A number of states already have some certification requirement to keep this public service supplied with a high standard of personnel, according to Anita M. Hostetter, secretary of the Board of Education for Librarianship. Arkansas, Louisiana, New York, North Carolina, Oklahoma and Wisconsin have legal certification requirements for all library positions. Eight states require certification of county librarians, 18 have requirements for school librarians and 11 have certain voluntary requirements.

"In many states, however," says Miss Hostetter, "anyone, of the age of fifteen or eighty, with or without high school education, may hold a library position. Naturally this tends to result very often in purely political appointments."

The American Library Association Board of Education for Librarianship recommends four provisions to state planning committees working on certification plans:

1. The certification law should specify that librarians now holding positions are not to lose them through the adoption of new requirements to raise the standards of library personnel.
2. The law should provide for the recognition and appreciation of service rendered by librarians of experience and demonstrated ability who may not have had the training prescribed.
3. If no state boards exists for the centralized certification of all professions, a separate library certification board should be appointed.
4. A penalty should be provided for libraries which fail to appoint properly qualified persons on their staffs.

Legislative reference

Tools for Lawmakers

Legislators of 43 states now busy with the study of bills and the making of laws have good tools to aid them in over 30 of the states, according to a survey made by the American Legislators' Association. The tools are the legislative reference bureaus, which perform the double duty of gathering information on problems studied by individual legislators and of drafting the bills they wish to introduce.

"All legislators are not lawyers," points out Henry W. Toll, executive director of the American Legislators' Association. "The preparation of bills is therefore better left to the regular bill draftsman who is adept at catching loose or conflicting language which might render the new law ineffective. Another benefit derived from the reference bureau is the eliminating of bill duplication which happens because the need for a certain law occurs to more than one legislator at the same time."

New York and Wisconsin were the first states to establish a legislative reference service for law-makers. The legislative reference section of the New York State Library was established as early as 1890 and Wisconsin's Legislative Reference Library was set up in 1901. Since that time 41 other states have introduced some form of legislative reference service, but in only about 30 states is it complete.

Wisconsin in 1933 reported that the legislative reference bureau drafted 100 per cent of the bills introduced into the state legislature that year. Other state bureaus report drafting from 20 to 90 per cent.

At least nine other states, among them Alabama and Utah, are considering at present the establishment of full-fledge legislative reference bureaus or the improvement of the service they already have. The Bureau of Business Research of the University of Alabama made the recommendation in a recent report on legislative problems in that state and Utah's Investigating Committee on Governmental Units made a similar recommendation.

The Interstate Reference Bureau, established by the American Legislators' Association in 1930, acts as a clearing house for the bureaus of all the states.

Cities Work Together to Police by Radio

Regional police radio systems tying neighbor-cities together in their drive against crime are growing in number, according to the Police Chiefs' News Letter, bulletin of the International Association of Chiefs of Police. As a result of the recent ruling of the Federal Communications Commission authorizing inter-city police radio communication, many cities are taking advantage of mutual co-operation instead of using the radio within their own limits only.

Utica, Syracuse, Rochester, Buffalo and Niagara Falls, N.Y. co-ordinate their radio systems through the Albany Police Department, which is given increased power for that purpose both in sending and receiving.

Ohio has strengthened her police net by co-ordinating the municipal radio stations in a state-wide "listen-in" that functions twenty-four hours a day. Five state radio stations, situated at strategic points, pick up and re-broadcast the police calls from cities where criminals have escaped the local arm of the law.

Indiana is planning a similar state-wide police radio system.

County police radio systems are being planned in several parts of the country. Santa Rosa and Sonoma Counties, Cal., Monmouth and Middlesex Counties, N.J. and Montgomery County, Pa. are among these.

Baton Rouge, La. and its surrounding communities will soon have a central station in the big city to serve all the area. Cincinnati, O. has had this kind of metropolitan coverage including twelve nearby towns and cities in Ohio and Kentucky for over three years. Police departments of Nassau County, Long Island and of the City of New York have a plan to broadcast all New York City teletype alarms to Nassau county cars.

A proposal submitted to the Wisconsin Police Chiefs' Association recently calls for a state radio system comprising four transmitters in different parts of the state and receiving sets placed in county jails, sheriffs' and deputies' cars, police stations and cars, highway patrol cars and motorcycles, game wardens' cars and state armories.

Police radio systems have become so numerous that the men who operate them recently organized as the Associated Police Communication Officers. The organization will study common problems in the communication system and recommend action on questions involving police policy and legislation relating to use of police radio and other communication facilities.

State govt. - Conference

States Get Together on Problems

"Advance toward greater co-operation between the states and between state and federal governments is indicated in action taken by the planning board of the Council of State Governments at its recent meeting in Washington, D. C.", says Henry W. Toll, executive director of the American Legislators' Association.

The Council, with the American Legislators' Association, announced the calling of the Second Interstate Assembly to receive the first report of the Interstate Commission on Conflicting Taxation and to discuss means of harmonizing federal and state tax systems. Three delegates from each of the forty-eight states--one appointed by the governor, one by the senate and one by the house of representatives--will attend the meeting, which will be held in the national capital February 28, March 1 and 2.

The planning board of the Council of State Governments at its recent meeting also recommended that the Interstate Assembly consider the section of the 1934 Federal Highway Act relating to the gasoline tax. The Council of State Governments pointed out that Section 12 of the Act, which prohibits further diversion of gasoline or motor vehicle tax funds by state governments desiring to receive federal highway aid, involves "an unusual degree of federal control over state fiscal policy."

Other action taken by the Council also bore upon state co-operation:

Officials of the state and national governments were urged to consider federal, state and local co-operation in public personnel administration, as recommended in the recent report of the Commission of Inquiry on Public Service Personnel.

A recommendation was made to the United States Census Bureau that it consider the initiation of monthly reports of sales and other tax revenues in its publishing of financial statistics as well as the maintenance of annual reports of state and local government statistics in more systematic, comprehensive and frequent form than heretofore.

The National Resources Board was requested to make a study to determine the desirable bases for the distribution among federal, state and local governments of the costs of public works in which they are jointly interested. Consideration of the report of the Resources Board recommending establishment of state planning boards was also urged.

Civil Service Assembly Sets Up Offices in Chicago

Establishment in Chicago of headquarters of the Civil Service Assembly of the United States and Canada was announced today by Clifford N. Amsden, Secretary of the Civil Service Commission of Los Angeles County. Mr. Amsden is president of the national civil service body, the purpose of which is to advance the merit-system of hiring public employees.

G. Lyle Belsley, at present director of personnel in the Farm Credit Administration, has been named executive director of the Assembly and will take over his duties about April 1.

Revived interest in improving public personnel by use of the merit system is given as the reason for setting up new headquarters of the Assembly, which for the past four years has been functioning only through Regional Conferences.

As announced by the executive council, the Assembly now plans to serve as a clearing house for information on public personnel administration and to promote the study, development and use of scientific methods of research and administration in the public personnel field.

Offices of the Assembly will be in close proximity to Public Administration Clearing House and fifteen other national organizations interested in governmental business. Among these are The United States Conference of Mayors, the American Municipal Association, the American Legislators' Association, the Municipal Finance Officers' Association and Public Administration Service.

In addition to Mr. Amsden, members of the executive council of the Civil Service Assembly include: Walter Mojowski, Cincinnati; Hon. Charles H. Bland, Civil Service Commissioner of Canada; Ismar Baruch, director of the division of classifications of the Federal Civil Service Commission; and Charles P. Messick, chief examiner of the New Jersey State Civil Service Commission.

Cities Frown on Endurance Contests

If you are a contestant in a walkathon--one of the newer endurance contests designed to amuse jaded night-owls--it's healthier to walk in Fresno, Calif. than it is in Birmingham, Ala. You won't be arrested in Fresno but you will be in Birmingham, according to the current issue of the United States Municipal News, bulletin of the American Municipal Association and the United States Conference of Mayors.

City fathers of Fresno passed an anti-marathon ordinance against dance-walking and similar endurance contests recently but the judge of the Superior Court has decided that the city exceeded its authority in adopting such legislation. A permanent injunction has been issued restraining the police from making arrests for violations. The city can still make arrests, however, if the contest becomes a public nuisance or peace-disturber.

The Alabama Supreme Court, on the other hand, has upheld a Birmingham city ordinance against the walkathon, calling it "an offensive exhibition" which the community had a right to outlaw, just as it could a bull-fight or any amusement not in the best interests of morality or in keeping with accepted standards of good taste.

A number of other cities have recently passed ordinances prohibiting marathon amusements in the interest of safeguarding the peace, safety or health of their citizens.

Texas has a state-wide law limiting any personal, physical or mental endurance contests except college athletics to a 24-hour period. Duluth, Minn. prohibits any continuous entertainment lasting longer than four hours out of twenty-four and also forbids use of any building designed for amusement purposes as a dormitory for performers.

Evansville, Ind. relies on an ordinance licensing endurance contests at \$50 a day to keep marathon promoters out. South Bend, Ind., which had a similar licensing ordinance setting the fee at \$25 a day has discarded it in favor of one forbidding endurance contests entirely.

Among other cities which have recently taken action to prohibit marathons are Tulsa, Norfolk, Grand Rapids, Jacksonville, Minneapolis and Spokane.

No Rhyme or Reason for Size of Local Government Units

Amazing discrepancies in the numbers and sizes of local governmental units in contiguous states are pointed out by William Anderson, professor of political science at the University of Minnesota, in the February issue of State Government, official magazine of the American Legislators' Association.

Prof. Anderson finds that Kansas has 11,072 local units, while the adjoining state of Colorado has 2,429 units, and Utah only 267. The average area of Kansas' local units is 7.38 square miles; of Colorado, 42.67 square miles; and of Utah, 307.8 square miles.

Looking at these comparisons from the standpoint of population, it is found that Kansas has an average of one local governmental unit for each 170 persons, Colorado has one for each 426 persons, and Utah, one for each 1,902 persons.

The average size of local governmental units ranges from 3.23 square miles in Illinois to 628.22 square miles in New Mexico, and the average number of persons per unit from 139 in South Dakota to 10,134 in Maryland. As to the number of local units, Illinois leads with 17,336, and Rhode Island ends the parade of states with only 93.

"Undoubtedly," says Prof. Anderson, "there is some point in population, or area, or wealth which a unit of government must attain or exceed if it is to handle adequately the local services. Thus, if we admit that townships are necessary in order to provide local roads and police, it is questionable whether townships of less than 100 inhabitants should have the same duties and powers as townships of more than 10,000 population.

"Essentially, it is such gross discrepancies among local units in the same state which underlie the need for a fundamental reconsideration and reorganization of local units."

To Examine Tax-Exemption Policies

Taxation-Exemption

A survey of tax-exemption laws of the 48 states will be made by the National Association of Tax Assessing Officers, Chicago, to determine what changes in policy are taking place with regard to putting back on the tax-rolls property that for some time has enjoyed exemption.

The announcement is made by Albert W. Noonan, assistant executive director of the Association, who points out that tax-limitation laws enacted or proposed are requiring that new sources of revenue be developed.

"Many assessing officials," he says, "are beginning to feel this pressure in the demand that traditional property exemptions of doubtful legality be re-examined, with doubts being resolved against the owner, instead of in his favor, as heretofore."

New York City is in the midst of a campaign to put exempt property, amounting to \$20,000,000 in value, back on the tax-rolls. Other cities, checking on their tax-exempt property, are finding that they are "losing" appreciable sums in taxes each year. A recent check of tax-exempt real estate in Milwaukee revealed that the total of the publicly-owned exempt property amounts to nearly \$157 million dollars, while the total of privately-owned exempt property is well over \$57 million. A total of 16.4 per cent of all real property in this city is exempt from taxation.

"The ordinary effect of tax-limitation proposals," Mr. Noonan comments, "is to deprive municipalities of revenue sources without giving any substitute taxing power. This forces the cities to use all the power that remains. The result has been a wholesale invasion into revenues derivable from licenses and other fees, along with increasingly careful inspection to justify replacing now exempt property on the assessment rolls."

Preparing Engineers for Governmental Service

Engineers with an eye on the public service field should know something about governmental operation. The man who heads a city's water-works, a department of sanitation or any other public works bureau ought to know more than the average engineer does about public law, governmental finance, purchasing, and other practical governmental details.

This is the conclusion of several schools of engineering in the country which have decided to add special courses to their curricula for this purpose, according to the February issue of the Public Works Engineers News Letter, bulletin issued by the joint secretariat of the American Society of Municipal Engineers and the International Association of Public Works Officials.

Purdue University has announced a new curriculum in public service engineering, beginning in September, 1935. It is designed not only to give engineers expecting to enter the public works field a better grounding in government procedure, but also to prepare students who plan to enter the political side of government.

Graduate engineering students at the California Institute of Technology will in the future be given a twelve-weeks' course dealing especially with the administration of state and local government.

New York University has had a public works curriculum in its engineering school for several years. This course is meant especially to train engineering students how to deal with public service problems. At Syracuse University the purpose is reversed. Students in public administration take courses in engineering as a part of their training.

With similar co-ordinated instruction in mind, the Institute for Training in Municipal Administration, in Chicago, has announced an extension course in public works administration for officials already on the job who want to learn the latest techniques.

"With courses in government as a part of engineering study," comments Donald C. Stone, executive director of the joint secretariat, "the engineer of the future will be able better to adjust the public works program to the governmental unit he is serving."

How Cities Can Increase Revenues

City governments about to be engulfed by ruinous deficits should not be content to grasp at the straws of undeveloped sources of revenue. Fiscal resuscitation may be found in much more substantial ways.

These are the conclusions reached after an analysis of widespread reports made to the Municipal Finance Officers' Association for which A. M. Hillhouse, research director, is preparing a report and check-list of the innumerable ways in which cities have been able to increase revenues.

"Cities should not expect too much from the so-called 'new' sources of income," says Mr. Hillhouse. "These should be invoked only after other means have been tried."

Mr. Hillhouse emphasizes the fact that for long-range financial stability the chief hope for the cities lies in further grants-in-aid and greater sharing in centrally collected taxes. For immediate budget balancing assistance can come through strengthening existing taxation. This can be done by opposing tax-limitation laws, by pushing collections to reduce delinquencies, by getting all the taxable property on the assessment rolls, and by reducing the amount of exempted property."

If no increase in tax collections follows these measures, cities may have to resort to new or undeveloped sources by emergency legislation until the machinery which will insure long-range stability starts moving.

Of the generally unused tax-raising devices, sales taxes, gasoline taxes and those on inheritance and income seem impractical for city use, the report cites. Both sales and gasoline taxes when invoked by municipalities drive business to other communities.

It is important to note that the property tax still remains the financial anchor for American cities, though its relative importance as a revenue-producer has greatly decreased in the state. In 1922 almost 41 per cent of all state taxes were derived from assessments on property, whereas in 1932, less than 20 per cent were.

(more)

On the other hand, in 1922 the cities received 94 per cent of their revenue from property tax and in 1932, more than 92 per cent.

If new and minor sources of revenue must be sought, the check-list cites a number of ways which have been tried. For instance, certain cities have imposed charges on their population for sewer service on the basis of the amount of water consumed. Port Arthur, Tex., makes this a 15 per cent charge. Port Arthur, as do also Berkeley and Sacramento, Calif. and Oklahoma City, Okla., makes a direct service charge for garbage collection.

In Lincoln, Neb. every car owner must pay 25 cents twice yearly for having his lights and brakes tested. The 1933 yield from this source was \$3,678. Atlanta, Ga. has proposed a similar ordinance from which anticipated collections are put at \$25,000.

The evils of the tax-limitation law, the report indicates, are apparent from the new sources of revenue Hinton, W.Va., has had to devise. It collects 50 cents for fire protection and 50 cents for street lighting per person--man, woman and child--plus zoned increments on property.

Beverage taxes are often turned to for revenue, but the unique law comes from New Mexico, where cities charge the drinker \$1 for a license to quaff beer, \$2 for wine and \$3 for the fellow who likes his good and strong.

In Minneapolis an applicant for a liquor license has to pay all his back taxes before he can get one. This netted \$75,000 from one applicant alone.

Release: Monday, February 18

Old Age Pension Bills Fill States' Hoppers

State law-makers between both Portlands and from Canada to the Gulf of Mexico are rallying to the support of old men and old women. The 238 old-age pension bills under consideration in 40 of the 43 state legislatures now in session far outnumber any other type of legislative proposal, according to the American Public Welfare Association.

Massachusetts alone has nearly 50 old-age pension bills in the legislative hopper. Some of the proposals would lower the required period of residence for pensioners, at the same time reducing the eligibility age. For support of the dependent aged, Massachusetts legislators variously suggest receipts from the gasoline tax, unclaimed winnings from horse and dog races and a state subscription fund.

Nine states besides California, where its author resides, would memorialize Congress to enact the well-publicized Townsend \$200-if-you-spend-it-in-a-month plan for all people over 60 years of age.

The typical state pension bill, according to survey, reduces the age of eligibility for pension from 70 to 65 years, increasing the maximum pension to \$40 or even to \$50 a month from previous figures nearer \$20.

Many sources of revenue to cover old-age pensioning are proposed. Arkansas and Colorado bills would derive funds from chain-store licensing. A Connecticut bill proposes a four-year head tax of \$2.00. Massachusetts, Indiana, New Hampshire and Oregon legislators would use the profits from racing licenses. Iowa and Washington legislators suggest utilizing liquor profits. Other states suggest as financing measures state taxes on income, tobacco, sales or inheritances.

Calling attention to the report of the President's Committee on Economic Security, Frank Bane, director of the welfare association, says: "Depression will increase the old-age problem of the future, without a doubt. Savings of people who are growing old have been wiped out and children of these people may never be able to support them. At present there are about 700,000 persons over 65 years of age on FERA relief lists, and approximately 180,000 old people, most of them over 70, receiving state old-age pensions that average barely \$20.00 a month."

"Only 28 of the 48 states have old-age pension laws at present. An 'advanced' eligibility age and rather meager income are characteristic of most of them. These provisions will have to be liberalized if the states expect to fit their programs into the national plan for economic security."

Rewriting the Constitutional amendment

Speedy amendment of the U.S. Constitution through initiative of the states instead of Congress is now possible, according to Henry W. Toll, executive director of the American Legislators' Association. Moreover, through party solidarity, it would be possible to adopt an entirely new constitution. This method has been tried more than 30 times but never has been successful.

This situation is due to the fact that in at least three-fourths of the states both houses of the legislatures are controlled by one-party majorities. Mr. Toll points out that Republican majorities exist in only six states, although in three others party representation is equal in either the house or the senate. Furthermore, 38 of the state governors belong to the same party. The fact that 43 state legislatures are now in session would probably make it possible to amend the constitution in record time.

The only manner in which the Constitution has been amended has been through state ratification of acts of Congress. The Constitution provides for another method of amendment -- that Congress shall call a convention for proposing amendments when two-thirds of the states request it and that any amendments so proposed become valid upon the affirmative vote of three-fourths of the state legislatures or legislative conventions.

In every state but one -- Minnesota -- Republican or Democratic party alignment is clear-cut enough to determine state legislative control. Minnesota is considered in the conservative ranks, with Republicans, Democrats and Farmer-laborites splitting into blocs for the consideration of specific legislation.

The possibility that a political party, even though assured of such strong support in both Congress and state legislatures, will amend the Constitution seems remote, asserts Mr. Toll. However, he says that it has been agreed generally that no matter what constitutional change might be contemplated when it was called, a convention once organized would be free to go as far as it pleased in proposing additional amendments.

Getting the Most Out of ~~Traffic~~ Surveys

Cities contemplating traffic surveys should realize that they are not to be "taken" as a patent medicine; for surveys are not a panacea for all traffic troubles.

Sidney J. Williams, director, National Safety Council, gives this warning in the February issue of Public Management, journal of the International City Managers' Association.

Each community's traffic problem is apt to be different, says Mr. Williams. If Podunk's worst traffic problem is a high accident rate, then a traffic survey should naturally be most concerned with the causes of accidents and remedies therefor. If neighboring Centerville is having few serious accidents but the traffic on Main Street averages five miles an hour because of angle parking, then a volume count and parking study are indicated.

The present wave of interest in traffic surveys, according to Mr. Williams, is largely due to the fact that in many communities they have been made possible for the first time through the availability of relief labor.

With this labor, cities have studied the volume and speed of vehicles that use their streets. They have surveyed school child pedestrian practices and checked on pedestrian and driver observance of traffic signals.

The hardest part of the job, Mr. Williams points out, is to determine just what studies are needed, and after they have been made, how to interpret the results. Then only can definite recommendations for improvement be made and these recommendations put into effect.

He adds that the possibility of making more of these traffic surveys with the aid of forthcoming public works funds should lead cities to pay if necessary for the services of a traffic consultant, so that proper direction can be given to a survey made with relief labor.

A general guide to survey procedure is embodied in the FERA Traffic Survey Manual, produced last year.

Citizens Watch Their Governments in Action

Old John Taxpayer has finally broken into the movies--not, however, with a fat contract, for his is a mission of education. Through forbearance and the medium of sound films, regular patrons of Detroit moving-picture houses now know, from Alderman to Zoo, just what it takes to run a municipal government.

And all because in 1933 the city's finances were low and tax collections were lower.

The making of the films was suggested by Kenneth J. McCarren, member of the board of assessors, to acquaint the taxpayer with the low cost of the many services performed for him by the city. For 26 consecutive weeks Detroit movie houses showed a different short feature on some phase of Detroit government--waterworks, parks and playgrounds, libraries--and explained the cost of running it.

Although, according to J.M. Leonard, of the Detroit Bureau of Governmental Research, it was difficult to trace the actual effect of the pictures on tax collections, the unlimited field for sound motion pictures in enlightening the public on municipal affairs was demonstrated. Such movies, he suggests, might be used as a substitute for the annual report of a municipality to its citizens.

"Open house" is another direct method used with success by a number of cities to acquaint citizens with their local governments. Berkeley, Cal. started the custom several years ago. Oakland, Cal., which follows the same practice, has had as many as 8,000 visitors on one of these "open house" days at the city hall.

The Tennessee Taxpayers' Association is now suggesting to all incorporated towns and cities of the state that they set aside a "Municipal Day" to give residents a chance to see how the wheels of government go 'round.

Books for Everybody

Unemployment and the increase in leisure time have combined to demonstrate how deficient public libraries are in both numbers of books and service to readers. To improve the service, the American Library Association recommends an extension of the regional library plan.

A system of regional libraries for Tennessee is being considered by the legislature of that state. Funds to finance the plan would be derived from an annual appropriation of \$650,000, which amounts to 25 cents per capita.

In West Virginia, where 77 per cent of the people are without library service, the legislature is studying a plan for state-wide library service to be administered through a state library agency and large-unit local libraries. The plan would be financed by a state appropriation augmented by county funds.

Illinois citizens are behind a measure proposing a biennial appropriation of one million dollars to provide books and library service to rural residents through regional libraries.

Permissive legislation for regional libraries is being introduced in Georgia, Idaho, South Carolina and Washington. Michigan led this movement with a regional library law enacted in 1931.

Contracts between adjacent counties for library service are legally permitted in a number of states. Two such county combinations are successfully operating in California, according to the Association. The newer trend, however, is said to be toward the Michigan type of law, which provides for the division of the state into suitable regions with all the territory covered.

British Columbia, Canadian neighbor, has regional library service which states in this country might well copy, points out the American Library Association. Here, with the aid of a big book truck, 40,000 rural people living in an area one hundred miles long by sixteen miles wide are serviced from a central library operating through branches and deposit stations.

Bringing City Charters Up to Date

It's difficult to believe that any man would be willing to own and drive an automobile 10 years old, yet many municipalities are still struggling along with legislative machinery ten times that age, according to Robert M. Paige, secretary of the Governmental Research Association, Chicago.

However, Mr. Paige finds that "after years of discussion and slow progress, the movement for reorganization of local governments is well under way." He asserts that all signs seem to indicate that citizens and legislators alike are beginning to see the advantages in the reduction of the number of school districts, the enlargement of administrative areas for the performance of practically all municipal functions, and the centralization of purchasing, budgetary and accounting controls.

In line with this adjustment of governmental functions to modern conditions, the mayor of Wilmington, Del., has appointed a commission to draft a new charter to replace the one which for 200 years has furnished the basic governmental structure. The commission proposes a four-year instead of a two-year term for the mayor, an increase in the mayor's executive and administrative powers, the grouping of city agencies and bureaus into five departments and a central purchasing department.

A new city charter for Worcester will probably be passed by the present session of the Massachusetts legislature, according to Mr. Paige. The charter commission has recommended that Worcester's bi-cameral council be replaced by the more modern one-house body. Should Worcester make this change, only thirteen cities with populations of 30,000 or over will be left with bi-cameral legislatures, whereas, 30 years ago one-third of these cities had two-house councils.

In New Orleans, the Bureau of Governmental Research recently issued a series of reports analyzing the serious structural defects of city government and is preparing to draft a charter providing greater centralization of authority and responsibility in the mayor and city council.

With New York City setting the example, says Mr. Paige, a score of cities both large and small are taking steps to reorganize and rearrange their municipal departments and bureaus. These cities include Syracuse and Binghamton, N.Y.; Boston; Hartford, West Hartford and Norwalk, Conn.; Pittsburgh and Philadelphia, Pa.; Tulsa, Okla.; Long Beach, Calif.; and Trenton, N.J. Several of these cities have their eyes on the city manager form of government.

The First "Book of the States"

What every state legislator ought to know about the other 7,499 state lawmakers of the country and the organizations which disseminate information on legislative affairs is contained in a book which has just been issued by the Council of State Governments and the American Legislators' Association, Chicago.

The "Book of the States" is the first of its kind ever published, according to Henry W. Toll, executive director of the two associations. It is designed to be of mutual benefit to all those who are seeking to improve state government and to further interstate co-operation. The book was compiled by S. Smith Griswold, research associate of the association.

Chief functions of the American Legislators' Association, which was organized exactly ten years ago with a general invitation to legislators to pool their experiences for the common good, are described as including: (1) publication of the monthly magazine, "State Government," which discusses subjects of importance to legislators; (2) the Interstate Reference Bureau, clearing information on state laws; (3) the Interstate Assembly, which two years ago brought representatives of all the states together for the first time to talk over state problems; (4) the Interstate Commission on Conflicting Taxation, created by the Assembly to study tax problems and to make recommendations for their solution; and (5) the Council of State Governments, formed recently for closer union of the states.

In addition are described efforts of the American Legislators' Association to improve law-making machinery by assisting in the arrangement of pre-session legislative conferences and its interest in interstate compacts as a means of improving law-enforcing machinery. The first complete list of lawmakers of the forty-eight states ever compiled also appears in the book.

In time, according to Mr. Toll, it is expected that the "Book of the States" will become a reference volume for the forty-eight state governments, corresponding to the "Statesman's Year Book" of England.

Improving Public Safety

Motor vehicles - Accidents
IT

With automobile fatalities for a year surpassing the total battle deaths suffered by the American army in the World War, more and more cities are concentrating on methods to promote public safety.

According to the current issue of United States Municipal News, issued jointly by the United States Conference of Mayors and American Municipal Association, refinements in public safety measures to make them more effective are becoming widespread. Paul V. Betters, executive director of these two associations, reports that:

Through a recent amendment Charleston, S.C., prescribes that "public cars" must carry liability insurance, that they must be numbered and must carry descriptions and photographs of the drivers. This ordinance further imposes penalties for reckless driving upon the operator of any automobile, truck or motorcycle when any of its appliances is not in proper and safe condition. The existence of such mechanical defects is made prima facie evidence of reckless driving.

Portland, Ore., has a street cleaning superintendent who is doing his share in accident prevention by informing motorists where especially dangerous places exist when the streets are icy or slippery. The mayor of Portland proposes a state law which would allow Oregon cities to require regular testing of motor vehicles.

Detailed plans are being made by the city of Albany, N.Y., for the establishment of an accident and prevention squad in the police department.

Cincinnati has had up for consideration before its council an ordinance governing the operation of "Drive-It-Yourself" automobiles. All companies with such automobiles for hire are required to deposit with the city treasurer a bond pledging coverage of all losses and injuries sustained through the operation of these vehicles. In the interest of safety education this city has arranged to broadcast the proceedings of its Traffic Court by radio. New York, Chicago, Kansas City and Indianapolis are said to have used this method with success.

A special commission which surveyed the traffic problem in Buffalo recently recommended the creation of a traffic control body of nine non-paid members empowered to employ a traffic engineer and staff. Inspection of automobiles at six-month intervals, speed regulation to 35 miles an hour and the making of a scientific traffic survey were among other recommendations.

Advises State Committees on Law Enforcement

"There are few measures which would contribute so much to the furtherance of Attorney-General Cummings' program for crime control as the establishment by each state legislature of a standing committee and an interim committee on criminal law and its enforcement."

This recommendation is made by Henry W. Toll, executive director of the American Legislators' Association, writing in the current issue of State Government on "Concerted Crime Control."

Mr. Toll asserts that "it is a curious commentary that the worst breeding grounds for crime are being maintained by those very units of government which are protesting their desire to exterminate crime." Prison reform, therefore, becomes one of the prime responsibilities of legislatures in the field of crime prevention, says Mr. Toll, who finds that such reforms would materially reduce the number of "confirmed criminals whom the cities, counties, and states graduate each year from their jails and prisons."

Mr. Toll reports that 24 states so far have set up bureaus of identification, but that perhaps half of these have reached the point of efficient and coordinated activity. Michigan's bureau, with its department of forensic ballistics, its system of moulage identification and its handwriting and photographic laboratories, he says, is among the best in the country.

In discussing the difficulties present in developing a satisfactory code of criminal procedure, Mr. Toll cites the fact that the New York Code, adopted in 1848 with only 391 sections, has grown to 3,397 sections; and that the California Code has been amended 340 times in 10 years.

It is an undisputed fact, says Mr. Toll, that the criminal code in many of the states needs revision, and that the inadequacies of these codes further increase the handicaps under which local law enforcement authorities are working."

Schools for Municipal Employees

1 Personnel, Public - Training

Municipal officials in many states have for a number of years been learning the latest techniques about their jobs at periodical schools sponsored by state leagues of municipalities and similar organizations.

Now at least one of these schools has become a permanent fixture. The New York State Conference of Mayors, which since 1928 has had an attendance of over thirty thousand at the 215 training schools operated for public officials of the state, has just announced that its courses in the future will be conducted by the Municipal Training Institute of New York State. First of its kind in the country, the Institute has been granted a charter by the board of regents of the University of the State of New York, giving it an educational status equal to other colleges of the state.

Another agency to train municipal officials on the job is the recently announced Institute for Training in Municipal Administration, conducted by the International City Managers' Association, Chicago. This series of practical extension courses on public administration has also been accredited, by the University of Chicago, making its courses of the same credit value as those in any department in the university.

"Municipal employees attending the various schools on police, fire, waterworks and even street-cleaning conducted by state leagues of municipalities and similar organizations are finding them very helpful," says Clarence E. Ridley, executive director, International City Managers' Association. "In 1934, for example, training schools for firemen were held in 39 states. Twenty-five thousand firemen went to school, not only to gain information from trained instructors in their field but also to derive benefit from contact with other municipal activities."

The People Express Their Preference

Taxpayer organizations throughout the country are discovering that the tree of excessive governmental costs can be killed more easily by attacking the tap root than by cutting off the branches. In other words, they are recommending governmental reorganization, which first brings efficiency, then economy, according to Robert M. Paige, secretary of the Governmental Research Association, Chicago.

This is a hopeful sign, in Mr. Paige's opinion, for it shows that the people are beginning to recognize the source of waste, which, when eliminated, will cause the high tax branches to wither.

The Western Pennsylvania Branch of the National Economy League is urging reorganization and consolidation of departments and independent units of state and local governments; elimination of the fee system which results in the paying of enormous sums to county officials in populous counties; centralization of tax collection in one office in each county; reduction in the number of school districts; reorganization of county government; and state control of municipal accounting, financial reporting, and budgetary procedure. The Taxpayers Forum, also of Pennsylvania, has a four-point program which deals with centralization of tax collection, establishment of county welfare boards to take charge of all local welfare and relief activities within the county, state supervision of municipal and county financial procedure, and the appointment of an official commission to make recommendations for the reorganization of local government.

The Montana Taxpayers Association includes the following planks in its program: the institution of the county unit system of school administration; consolidation of some county offices; home rule in the drafting of charters for counties; shortening of ballots by reducing the number of elected county officials; and consolidation of counties to cut the number in half.

In Massachusetts the Federation of Taxpayers Associations asks that a special commission be appointed to study county government in that state.

The Des Moines Bureau of Municipal Research is urging a reorganization of state and county welfare agencies to centralize all welfare and relief functions of local governments in county welfare boards, and the welfare functions of the state in a state welfare department. Centralized purchasing for counties, four year terms for county and municipal officers, and the publication of city, county, and school budgets in one pamphlet are some of the other planks in this organization's program.

The City Club of Chicago has drafted a legislative program which includes a recommendation revising the Illinois constitution to permit a short ballot, reorganization of county government, reorganization of the judiciary and home rule for cities. Other recommendations urge strengthening and extending of civil service laws; consolidation to reduce the excessive number of local governmental units in the state (Illinois has more than any other state); and the passage of legislation enabling any city in the state, including Chicago, to adopt a city manager form of government.

NOTE TO EDITOR: The wires will carry stories from Washington on the meeting of the Second Interstate Assembly on Feb. 28, March 1 and 2. Following is some background material to acquaint you specifically with the nature of the meeting and the organizations and people participating in it.

President Roosevelt has taken an active interest in the objectives of the Second Interstate Assembly, to be held in Washington, D.C. February 28 and March 1 and 2.

In a letter to Henry W. Toll, executive director of the American Legislators' Association and the Council of State Governments, joint sponsors of the Assembly, which will convene to consider primarily the maladjustment of federal and state tax systems, President Roosevelt expresses the "earnest hope that the Second Interstate Assembly . . . will be successful in its approach to a solution of the important problem it meets to consider."

"It is apparent, I think, to all students of government," the President continues, "that there is urgent need for better machinery of co-operation between Federal, State and local governments in many fields. Both the Congress and the executive departments of the national government are constantly confronted with problems whose solution requires coordinated effort on the part of the States and the Federal government. Two notable instances are the coordination of law enforcement and interrelation of fields of taxation. This latter question has long seemed to me one of prime importance. Only recently I directed the Secretary of the Treasury to undertake a study of sources of taxation, with particular reference to the matter of conflict or overlapping of Federal, State and local taxation. When this study is complete it should furnish the basis for discussion of the problems involved with representatives of the States.

"I shall follow with the greatest interest the proceedings of the Second Interstate Assembly, with the hope and expectation that many constructive ideas will be developed as to means for perfecting and strengthening the relations between the State governments and the national government in the disposition of the problems in which both States and nation are vitally concerned."

Already 110 governors or their official representatives and members of both houses of state legislatures representing 39 states have accepted invitations to

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attend the Washington conference as delegates. In addition, acceptances have been received by Mr. Toll from many others in the fields of economics and taxation.

The states from which official delegates so far have been named are: Arizona, California, Colorado, Connecticut, Delaware, Florida, Georgia, Idaho, Illinois, Iowa, Kentucky, Louisiana, Maryland, Massachusetts, Michigan, Mississippi, Missouri, Montana, Nebraska, New Hampshire, New Jersey, New Mexico, New York, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Carolina, South Dakota, Texas, Utah, Vermont, Virginia, Washington, West Virginia, Wisconsin and Wyoming.

The First Interstate Assembly was held in Washington two years ago, when 100 delegates from 32 states discussed problems of mutual interest, particularly those concerned with conflicting taxation. Out of this conference grew the Interstate Commission on Conflicting Taxation, which will present its report at the forthcoming Assembly.

The Assembly will convene Thursday morning at 9:30 for the appointment of a committee on credentials, the report of Mr. Toll, executive director of the American Legislators' Association and the Council of State Governments, and for the presentation of tax problems from the standpoint of federal, state, county and city governments. At this session also Henry F. Long, president of the National Tax Association; Mark Graves, president of the New York State Tax Commission; and Dr. Robert Murray Haig, of Columbia University, will discuss the correlation of federal, state, county and city tax systems. Both Mr. Long and Mr. Graves are members of the Interstate Commission on Conflicting Taxation. Mr. Graves and Dr. Haig are former presidents of the National Tax Association, and all three men are pioneers in the unbiased study of conflicting taxation.

On Thursday afternoon standing committees will be appointed, the first report of the Interstate Commission on Conflicting Taxation will be presented by Senator Seabury C. Mastick, of New York, and state officials' viewpoints on the subject will be presented by at least 15 state delegations. A dinner given by state lawmakers in honor of federal lawmakers at which John G. Winant, former governor of New Hampshire, will speak, will close the first day's session.

The discussion of the tax problem by representatives from the various states will continue Friday morning. This session will also be addressed by members of both houses of Congress, among them being Representative Robert L. Doughton, of North Carolina, chairman of the Congressional Ways and Means Committee, and Fred M. Vinson, of Kentucky. The cities' viewpoint on conflicting taxation will be presented Friday afternoon by Paul V. Betters, executive director of the United States Conference of Mayors and the American Municipal Association. At this session also will be heard the views of both public and private individuals who are conducting studies on conflicting taxation.

How the various states may co-operate in untangling the conflicts of taxation through existing state agencies, particularly through the American Legislators' Association and the Council of State Governments, will be the chief theme of the Saturday morning session. At the afternoon meeting the Assembly will map out a definite program for future action. The concluding formal event will be a dinner Saturday evening, at which the administration's program of economic security will be discussed, but the delegates plan to continue their informal discussions throughout Sunday.

Right to Examine Income Tax Returns Needed by Assessors

Tax assessors need access to the figures on income tax returns, says A. W. Noonan, assistant director of the National Association of Tax Assessing Officers. This information, Mr. Noonan says, may be lost to those who use it legitimately, by the passage of H.R. 5536, the anti-income tax publicity proposal now in the hands of the House Ways and Means Committee of Congress.

While the Association takes no position with respect to the merits of publicity provisions contained in the income tax law, Mr. Noonan says, it does insist that the ends of justice in taxation will be better served if such returns are open to examination by tax-assessing officers, boards of review and state tax commissions.

In Mr. Noonan's opinion, tax equalization should receive a tremendous impetus if assessing officers are allowed possession of this defense against tax evasion.

"Personal property constitutes about half the nation's wealth," he says. "The whole theory of the general property tax presupposes that all taxable property is going on the assessment rolls. When less than half of it gets there, as is now the general case, the disturbance to the tax balance is very great."

If even only fifty per cent of the untaxed personal property could be placed on the assessment rolls, Mr. Noonan points out, the problem of equalization of the property tax burden would be considerably lessened. Numerous ill-conceived tax reduction, tax limitation and homestead exemption schemes would vanish overnight.

The right of tax officers to examine federal income tax returns would be especially useful as a check against evasion in states having state income tax laws, also, he says. Adequate safeguards could easily be inserted to insure that this right of examination would not be abused.

How Shall States Supervise Local Crime Control?

Hasty imitation of the recently initiated California plan making the attorney-general the head of a state department of justice, empowering him to prosecute criminal cases and supervise local police and prosecuting officials, may prove disastrous, in the opinion of Earl H. DeLong, Northwestern University specialist in crime prevention.

Writing in State Government, official magazine of the American Legislators' Association, Mr. DeLong comments that although most states have given the attorney-general extensive powers and duties in criminal prosecution, lack of "teeth" in the provision of powers and the tendency to use the powers only in an emergency, have not contributed toward making attorneys-general helpful in improving law enforcement.

He also points out that under most state constitutions it is the governors who are primarily responsible for the execution of the laws, and in recent years their power has been greatly increased by the advent of state police, state highway police, and state bureaus of identification which are usually placed under the governors' direct or indirect control. Expansion of the criminal law powers of an elected attorney-general, over whom the governor has no effective control, therefore means a division of responsibility in the law enforcement process.

In Mr. DeLong's opinion, before an effective state law enforcement agency can be established, each state must mark out the extent of its participation in the system.

"To attain maximum co-ordination and effectiveness of state activity in this respect," he says, "it seems desirable to combine in one department all the powers and duties which the state chooses to assume in both policing and prosecution."

Instead of expanding the office of attorney-general to take on this task, however, Mr. DeLong believes that a state department of justice should be established as a department entirely separate from the attorney-general. It should be made directly responsible to the governor, he says, and not only should control every police activity which the state government undertakes but should also assume any responsibilities in criminal prosecution which otherwise might be assigned to the attorney-general.

Public
States Take Steps to Reorganize Welfare Departments

Surveys of depression-bred state welfare problems are bearing fruit in recently enacted or newly considered legislation to improve welfare administration machinery, according to the current issue of Public Welfare News, bulletin of the American Public Welfare Association.

Some of these provisions integrate permanent welfare and emergency relief functions, granting broad power to an agency and clearly defining the administrative responsibility for carrying out these functions.

Within the past month Arkansas and Wyoming have created state departments of public welfare and county boards of welfare with limited relief functions.

Upon the advice of official commissions and committees, given during the past year, Michigan and Missouri legislatures are considering bills for reorganized state departments of public welfare with related county units. Oregon and Washington are doing likewise.

Nebraska is considering creating a State Department of Public Welfare with combined health, welfare and labor functions. New Hampshire is considering the establishment of a State Board of Welfare and Relief.

A Colorado bill, if enacted, would considerably extend the functions of its now inactive Division of Public Welfare. A California amendment would transfer the appointment of the director from the governor to the Board of Social Welfare. An Arizona amendment would give the department more powers relating to relief. A West Virginia bill proposes more powers to the present state department and would also create welfare districts with agents paid by the state. A Georgia bill is designed to create a Board of Public Welfare in each county.

New York state has extended the life of the TERA to February, 1936, and has taken the first step toward correlating relief work with permanent welfare functions by authorizing the State Commissioner of Social Welfare to attend meetings of the emergency relief administration.

City Planning Now a Governmental Function

City planning, which used to be classed as an artistic municipal frill by the more hard-headed politicians, is coming to be one of the most important functions of local government, according to Walter H. Blucher, executive director of the American Society of Planning Officials, Chicago.

"At the time of the 1893 World's Fair," says Mr. Blucher, "planning meant mostly landscaping and city beautification. After 1910, all planning had to be 'practical' and show that 'it paid'. During the past two years, largely as the result of the depression, the fact has become obvious that most of our troubles were caused by a lack of planning and by misuse of the natural resources of the country. Now the purpose of all planning is to provide at least a minimum of social security for all citizens."

City planning boards, of which there are 739 in the country, according to recent survey by the National Resources Board, have a definite role in the general planning picture, Mr. Blucher points out. CWA and the work relief program to date have demonstrated this. The cities whose planning boards were ready with projects for public improvements have been the ones to obtain fortunate results. The City Plan Commission of Toledo, O., for instance, has been responsible not only for the general planning of CWA and FERA projects but has also designed the individual buildings and supervised their construction.

Not the least important development in city planning, however, says Mr. Blucher, is the realization that it needs to fit in with a broader program which includes state and regional planning. Cities have learned that they can no longer "plan" individually, but must also consider in their programs the problems of nearby towns and villages of the county and an even larger region. Public housing, to be successful, must also be correlated with city planning.

Mr. Blucher advises that every planning commission in the country familiarize itself with the schedules recently issued by the Public Works Administration and the National Resources Board which provide for an inventory of desirable public works. One of the projects suggested which should be of special interest to planning, he points out, is Comprehensive Planning Surveys and Studies. Planning commissions handicapped in the past by a lack of funds may find it possible through the new public works program to carry forward their work on a more complete scale, he says.

Saving Citizens from Tricksters

Guarding gullible citizens from possible fraud in oddly assorted businesses is the object of a number of new municipal ordinances listed in the current issues of the United States Municipal News, bulletin of the American Municipal Association and the U. S. Conference of Mayors.

Buffalo has three such new laws. Applicants for auctioneer's licenses must give bond for \$10,000 to guarantee the observance of all laws and ordinances relating to auction sales. They must also promise to repay any person who suffers loss from a violation of this ordinance. Phrenologists in Buffalo have to pay a \$250 yearly license fee. This city now prohibits under penalty of a \$50 fine, the sale of all books, pamphlets or circulars on fortune telling.

Because it had been troubled by illegal transactions of junk dealers, Flint, Mich. has a new ordinance requiring that junk and second-hand dealers and pawnshops buy nothing from a minor unless he has the written consent of his parents or guardian to sell the article.

Birmingham, Ala. is considering an ordinance to regulate all dealers in old gold and silver. Reading, Pa. adopted such regulations recently.

Long Beach, Calif. recently passed an emergency ordinance aimed at fly-by-night merchants who set up business for a special season. A \$250 license fee is fixed on all retail merchants, with a provision that \$125 will be refunded in six months and the balance in twelve, if they remain in business.

Street peddlers and house-to-house solicitors must have licenses in Fort Worth, Tampa and Dayton, among other cities.

El Paso is considering an ordinance for protection against tree surgeon quackery. The proposal would also dispense with unlicensed tree salesmen.

(Note to Editor: The following story, which we suggest may be used as a Sunday feature, release any time, describes the workings of the Interstate Reference Bureau, one of the organizations neighboring Public Administration Clearing House at 850 E. 58th Street, Chicago.)

Nineteen hundred questions answered in five years --questions demanding well-pondered answers such as: How can unemployment relief be financed? How can lobbying be controlled? Which states require the publication of banns before marriage? and How much will a constitutional convention cost?

This is the record of the Interstate Legislative Reference Bureau, the branch of the American Legislators' Association which tries to hold the keys to all information national and state lawmakers want or think they need.

The Bureau, established in 1930, supplies information in response to specific inquiries from legislative reference bureaus of the various states, from legislative committees planning or passing on new laws, and directly from Rep. Smith and Sen. Jones, as well as other governmental officials. It also makes available to Congress collected material on state governments.

Names of the inquirers who have asked for assistance could form the basis of a Who's Who in Legislation. A large number of the more progressive lawmakers, many chairmen or clerks of important standing committees, directors of two-thirds of the forty-odd legislative reference services, clerks of various legislative bodies, numerous state and federal officers, professors of political science and legislation in the leading universities, and directors of research agencies which are studying problems of lawmaking have all requested help from this interstate reference organization.

Requests come in by telegram, on post cards, in letters, over the telephone, and through personal calls. Subjects range over every conceivable problem of legislative concern and, collectively, would tax the wisdom of the Delphic Oracle and the resources of the best equipped library. Many of the problems posed, however, have been solved by pooling the knowledge and wisdom of specialists in all parts of the United States, as represented in the continuous contacts the Bureau maintains with all agencies studying legislation.

A request for the number of legislatures holding regular sessions in 1934, or a letter asking which states have enacted minimum wage laws for women or children, can be answered from the Bureau's files. More often, however, it is found desirable to refer the question to some authority or agency which has recently studied it. In this way the inquirer is placed in direct contact with the sources of information and can follow up the answer he receives with further questions if necessary.

Each inquiry presents its own special problem. Some of them demand specific information, such as the names of the states levying taxes on the distribution of natural gas. Others are extremely general, asking, for example, "What information have you on current legislation?"

Sometimes service can be given in double quick time. Information has been furnished for a committee hearing held the same day that the telegram of request was received. Other questions can be adequately answered only through the co-operation of legislative reference services in several states. In a few cases it has been necessary to request assistance from a score of agencies.

In September, 1932, the Bureau began issuing mimeographed bulletins, containing the basic information on questions which were asked repeatedly. By the end of 1934, a total of 105 different bulletins had been issued, some of them from suitable material prepared by other agencies, but many of them out of fresh research for facts. In a few cases bulletins have been specially prepared to meet emergency problems. The rapid spread of bank failures, the wholesale threat of mortgage foreclosures, the prevailing tax delinquency, and the repeal of the Volstead Act led directly to the preparation of bulletins on bank moratorium laws, farm mortgage legislation, state scrip and the control of liquor.

More inquiries have been received on taxation than on any other subject. A quarter of the requests for information have involved tax problems.

Twelve people, who have served on the political science and economics faculties of nine different universities, are on the research staff of the Interstate Legislative Reference Bureau. Some of them have also had practical experience in politics.

The Bureau is endorsed by legislatures of 46 states. Three hundred and fifty staff members of state legislative reference services have come to look upon the Bureau as a clearing house for communicating with one another about their particular problems. California, Illinois, Massachusetts, Montana, New York and Pennsylvania, according to recent check, have supplied the largest numbers of questioners.

Henry W. Toll, a former president of the Denver Bar Association and for eight years a member of the Colorado Senate, is director of the Bureau staff. Hubert R. Gallagher, formerly a member of the political science faculties of Syracuse and Stanford Universities, is in charge of the work of the Bureau.

Making Money to Pay Debts

With cities all over the country struggling under almost insuperable tax burdens, Milwaukee scents the possibility of soon being able to write its financial statistics with black ink. This city hopes to see the vision materialize within the next ten years out of its separate public debt amortization fund, probably the only one of its kind in the country.

The debt fund, which was established in 1923, has now reached \$5,600,000, according to the United States Municipal News, bulletin of the American Municipal Association and the U. S. Conference of Mayors.

The city comptroller reports that the fund is increasing at the rate of a million dollars a year, growing by compound interest and invested, to a large extent, in city owned tax certificates, which pay ten per cent interest.

"If the city refrains from issuing any additional bonds for the next ten years," he says, "the amortization fund will have grown to sufficient size to enable wiping out the entire Milwaukee debt which will then be outstanding. If the city will take the annual decrease in the interest and sinking fund, and levy an equal amount as an improvement fund, it will be possible to substitute for bond issues a direct tax levy sufficient for all permanent improvements, with no increase in the tax rate."

Unemployment
N.Y.C.
Improving Relief-Administration in New York Cities

Improvement in administration of relief throughout New York state is the aim of a manual of procedure now in preparation by Public Administration Service of Chicago for the New York State Temporary Emergency Relief Administration.

Heretofore regulations and instructions have been issued from time to time to the 119 welfare districts in the state as changes were made in the relief program. Now, with the belief that relief procedures may be more or less codified, all previous bulletins have been digested and incorporated in the manual, which outlines simplified methods for operating the program, based on first-hand information.

"With this manual at hand, city and county relief agencies will have a practical guide for administering all aspects of the relief program," comments Donald C. Stone, director of Public Administration Service. "The manual sets forth the eligibility requirements for receiving relief, the method for determining the amount of relief to be granted, and the procedures to be used in granting it. Forms have been designed to meet the need for a complete financial and social record of each relief family and for determining the eligibility of applicants."

In addition to social service technique, the manual enumerates the methods, records, and accounting required in conducting work relief, surplus commodity distribution, the educational and college-aid programs, rural rehabilitation activities and other branches of relief.

With these fundamentals in operation, comments Mr. Stone, New York state is prepared to meet any changes in the Federal relief program with a minimum of effort and lost motion. Many of the new procedures advised in the manual are already in operation in cities of the state, which spends approximately thirty million dollars a month on its half a million relief cases.

De-Glorifying the Criminal

Crime prevention

Less glorification of the criminal and more attention to raising the general quality of movies, so that they serve a constructive purpose. This is the consideration urged upon the motion picture industry by the International Association of Chiefs of Police.

In the interest of dispelling romantic ideas about the life of the lawbreaker, a committee of the police chiefs' association has been appointed to confer with the Motion Picture Producers and Distributors of America, and with Will Hays, reports the March issue of the Police Chiefs' News Letter.

Peter J. Siccardi, police chief of Bergen County, N.J., president of the International Association of Chiefs of Police, and James E. Davis, Los Angeles police chief, are members of the committee.

The two police officials have been working for several months checking on news reels, in an attempt to break the habit of photographing apprehended criminals posed as heroes. It is planned to extend the guiding hand to feature pictures, also.

"We have no intention of trying to 'sissify' the movies," says Chief Siccardi, "but we believe that some of the glamor could be removed from pictures in which criminals figure with better effect upon juvenile audiences, especially."

Co-operation between the motion picture industry and police as a means of reducing juvenile delinquency was suggested at the national conference on crime called by Attorney General Homer S. Cummings last December.

Less Noise, Please!

Peace and quiet may yet come to American cities through the enactment of anti-noise ordinances.

Utica, N.Y. is the most recent city to make it an offense to create unnecessary noises in public streets, according to the current issue of the United States Municipal News, bulletin of the American Municipal Association and the U. S. Conference of Mayors. All offenses against the new law are punishable by a fine of from \$5 to \$50. The measure is designed to prevent the use of loud speakers and radio apparatus for street advertising and provides for quiet zones within 150 feet of hospitals and schools.

Albany, N.Y. passed a similar ordinance some time ago which bans the tuning of radios for volume instead of distance and puts the law on motorists who honk for the fun of it.

These two American cities are following the example of London, England, whose council six months ago hushed horns by charging motorists \$10 a hoot, if they gave it within five miles of Charing Cross between the hours of 11:30 p.m. and 7 a.m.

Houston, Tex. has embarked upon a program of education in an attempt to decrease automobile honking. Polite policemen reprimand but do not arrest the noisy motorist.

Grand Rapids, Mich. turned attention to noisy trains recently, passing an ordinance which outlaws promiscuous whistle-tooting, except at crossings.

The state of Wisconsin has statutes requiring motor boats in specified bodies of water to have mufflers; restricts the use of automobile horns to reasonable warnings and prohibits sirens; and regulates the kinds of firecracker that may be sold and the time they may be used.

New York City and Evanston, Ill. have recently put into use the noiseless milk wagon--rubber-tired wheels and rubber-shod horses--which guarantees to keep the noise of milk-delivery down to 68 decibels--not enough to annoy the ear.

Career Service in One City Government

Career service--giving those who work for government a chance to make a profession of it--is not a novelty in Dayton, Ohio city with council-manager government, according to Public Management, official magazine of the International City Managers' Association.

The city manager of this municipality of 200,000 and his seven department heads show an aggregate of 188 years of sustained public service.

These tenure records are not to be considered evidence of stagnation on the job, explains E. E. Hagerman, the city's director of finance. In most cases they represent steady advancement within the service on the part of men who entered in subordinate positions and worked their way to those of responsibility and importance. The city manager entered the service 29 years ago as a sewer engineer, was elevated in turn to the positions of assistant engineer, assistant city engineer, city engineer, service director and finally the city managership.

Long tenure is common also in other departments. The director of the water department and six of his bureau heads can account for 163 years of service among them--an average of over 23 years per man. The department of public welfare employees add up a service of 133 years for the director and five of the division chiefs. The department of finance is not far behind, with 79 years of service, or an average of almost 20 years for the director of finance, the city treasurer, the paymaster and the chief of the bureau of special assessments.

Promotion within the ranks is a definite policy of long standing in this city, according to Mr. Hagerman. Dayton thus carries out a policy often advised to bring about improvement of personnel in government positions.

(Note to Editor: This story presents the highlights of the recent sessions of the Second Interstate Assembly. You should have received wire stories direct from Washington during the assembly sessions, so this copy is sent simply as a "clean-up" story.)

Citizens who now have to wrestle with both federal and state income tax returns are offered some simplification of their troubles in a resolution passed by the Second Interstate Assembly held in Washington, D.C. Feb. 28 and March 1 and 2. The assembly was sponsored jointly by the American Legislators' Association and the Council of State Governments, of which organizations Henry W. Toll is executive director.

Twenty-five states now impose state income taxes. The resolution, in effect, would allow the man who pays a state income tax to credit the amount of the tax on his federal return. The credits would be largest for small incomes and smaller for larger incomes.

With "75 per cent of the aggregate of the credits for taxes on incomes below \$10,000 and 25 per cent on incomes about \$10,000," the resolution stated that these percentages should provide a total credit of approximately \$150,000,000.

In order to meet the loss of revenue to the federal government resulting from such "credits", the resolution suggests amending the federal income tax law in one of four ways: by including a "dividend income in the federal tax base as completely as other income"; by "amending the federal and state constitutions to permit the taxation of income from tax-exempt securities and of salaries of officials and employees of the federal, state and local governments"; by reducing personal exemptions, "including elimination of the earned income credit"; and by allowing personal exemptions and credits for dependents "in terms of tax."

The Second Interstate Assembly, which was called primarily to attempt to iron out some of the complexities of conflicting taxation, also went on record with

resolutions favoring:

1. Withdrawal of the federal government from the gasoline tax field.
2. Application of state gasoline tax revenues, except those needed to match federal-aid road funds, to uses other than highway construction.
3. Restriction of tobacco taxation to the federal government.
4. No imposition of heavy taxes on beer unless needed for regulatory purposes.
5. Exclusive use of electric energy taxes by the states.
6. Imposition of a general emergency sales tax upon a national basis, allocating a substantial portion of the revenue therefrom, upon an equitable basis, to the states.

In order that the entire field of conflicting taxation may be thoroughly understood, the Assembly proposed the establishment of a tax revision council, to be composed of seven men each, from federal, state and local governments, representing administrative and legislative branches. Another resolution urged Congress to pass "a general enabling and consenting act respecting compacts negotiated between two or more states affecting interstate tax conflicts and not affecting the fiscal interest of the Federal Government."

The assembly was attended by official delegates from more than 40 states, though delegates representing the governor and both houses of the legislature were officially appointed in every one of the 48 states.

Legis
Child Labor Amendment Adds to Score

Recent rejections of the Federal child labor amendment by the Missouri House and the South Dakota Senate, although they have lessened chances for ratifying the proposal in the legislative year 1935, can be interpreted in the light of a notable advance toward the necessary majority, according to Frank Bane, director of the American Public Welfare Association.

Four states--Idaho, Indiana, Wyoming and Utah--ratified the amendment in the first months of 1935, bringing the total favoring it to 24. Twelve additional affirmative votes were needed from the twenty other states in session this year which had not already ratified, in order to make the necessary 36. Nine of the twenty have so far rejected it in one or both houses. Besides South Dakota and Missouri, these include Kansas, Massachusetts, Nevada, New Mexico, Tennessee, Texas and Vermont.

The ratification measure has been introduced in a number of other states, among them Alabama, Connecticut, Delaware, Georgia and North Carolina. Connecticut has not yet acted, though the legislature has already passed a state child labor bill prohibiting minors under 16 to work in industry, except in agriculture and the distribution of newspapers. In New York, the bill is now with the Rules Committee.

In order to gain the necessary twelve states, the amendment would have to be re-introduced and passed in at least one of the states that has already rejected it, in addition to the 11 states which have taken no action. This move is not without precedent, however, the amendment having been ratified by Illinois in this manner.

Adverse action in any state is not final. Favorable action may be taken by any state after any number of previous rejections, and the favorable action alone will be final.

Ratification of the amendment, which was approved by Congress in 1924, has a better chance of taking place within the next few years than it has had before, comments Mr. Bane, pointing out that within the past two years sixteen states have approved the bill. Up to 1933, only six states had approved it and 32 had rejected it.

Personnel, Future

Old-Age Security for Municipal Employees

With no provision made for them in the proposed social security program, municipal employees face a serious situation, says Rowland Egger, director of the Bureau of Public Administration, League of Virginia Municipalities, who advocates a pension system for all local government workers.

Writing in the March issue of Public Management, official magazine of the International City Managers' Association, Mr. Egger points out that there are approximately 591,000 municipal employees in the United States, excluding those in the public school systems. Less than 241,000 of these--about 41 per cent--are covered by existing municipal pension systems. Less than 138,000 belong to pension systems with actuarially sound funds, he estimates, which means that probably only 23 per cent have a fair chance to receive pensions.

The other 73 per cent may be 'kept on' at a loss to the city after their capacity for useful service is over, or they may be transferred to lighter duties; they may be summarily dismissed or retired by special ordinance, Mr. Egger asserts. In view of low salaries, possibilities of individual provision for old age are now, and doubtless long will remain, merely illusory, in Mr. Egger's opinion.

His arguments for establishing a pension system from the standpoint of government are that: (1) it would decrease the cost of maintaining the unfit employee in service by retiring him on a pension jointly accumulated by himself and his employer--the government; (2) it would improve the morale of the active employees by increasing their chances of promotion and securing them against old-age worries; (3) it would attract and retain in the public service men who would otherwise seek the assurance of governmentally enforced pensions in private employment.

At present approximately 225 out of 260 cities of the country with 30,000 population and over have some sort of pension plan for their employees, but only 36 report that they are on an actuarial basis.

Legislatures Look at Police, State

Proposals to improve police machinery are "in the works" of a number of legislatures now in session, according to the March issue of the Police Chief's News Letter, official bulletin of the International Association of Chiefs of Police.

In at least fourteen states there are pending bills for the establishment of state police departments. These bills embody provisions of the model state police bill recommended by the International Association of Chiefs of Police.

The Texas Senate has passed a bill creating a coordinated state police system under a department of public safety. It would unite the old Texas rangers and the state highway patrol. If the bill becomes a law, there will also be set up divisions of identification and records, communications, intelligence and education. Bills providing for a state police force have been introduced in both houses of Arkansas and two such bills into the Nebraska senate. A bill introduced into the New Hampshire general court provides for a state police commissioner appointed by the governor, a state constabulary to police all areas lacking organized police forces, training facilities for police and a state pension and retirement system.

A bill to provide for a state police force which would take over the activities of all local law enforcement officers except city police has been introduced into the Washington legislature. The bill would abolish the jobs of sheriffs, deputy sheriffs, state game protectors, liquor law enforcement officers and state highway patrol officers.

Other state legislatures which are considering state police bills are Kansas, Ohio, California, Florida, Indiana, Iowa, Arizona, Washington, South Dakota and Colorado, which at the same time is working on a bill for a bureau of criminal identification.

The Georgia house of representatives has passed a bill creating a radio-equipped highway patrol, placing the patrol directly under the governor's authority.

Indiana's general assembly is considering a bill authorizing the state to enter into compacts with other states, making it possible to improve cooperation in police affairs.

Utility Rates Going Down

17-4-1-15

Efforts exerted by public agencies to cause reduction in rates of privately operated utilities are bearing fruit in a number of sections of the country, according to the current issue of the United States Municipal News, published jointly by the American Municipal Association and the U.S. Conference of Mayors. Reductions have been sought directly either by utility or corporation commissions, or through proposals by municipalities to engage in their own manufacture of gas or electricity.

In Virginia, rate reductions authorized by the corporation commission will save users of electricity an estimated total of \$200,000 this year.

"Further electric-rate reductions," reports the municipal newsletter, "are taking place in all sections of the country; for instance, in Pittsburgh, Pa., in Dayton, O. (\$283,157 reduction), Massachusetts (15 towns) and Illinois (52 cities and towns)."

On the other hand, several cities are considering building and operating their own utilities. San Antonio, Tex. is considering operation of its own gas plant, should it fail to secure the lowered rate it is seeking. The St. Louis Board of Aldermen is investigating possible sources of a larger and cheaper supply of natural gas.

A resolution has been introduced into the Rochester, N.Y., City Council directing the public works commissioner and the council's public utilities committee to study and report on the advantages, disadvantages, costs of building, acquiring and operating a city-owned gas plant. Mayor Thacher, of Albany, has signed a bill authorizing the appointment of a public utilities commission to maintain and operate a municipal electric service, and the issuance of \$10,000,000 in bonds for the project.

As evidence that disparities exist in the same areas between the rates charged by municipal plants and those which are privately operated, the Federal Power Commission's recent preliminary report on typical bills for domestic use of 40 kilowatt-hours of electricity is cited.

In Cleveland, the bills were as follows: Municipal, \$1.31, private, \$1.60; Columbus, municipal, \$1.58, private, \$1.95; Kansas City, Kan., \$1.60, Kansas City, Mo., \$2.30. The typical municipal bill in Los Angeles amounted to \$1.81, whereas the San Diego householder paid \$2.51. In 49 cities over 100,000 population, Cleveland's municipal rate was the lowest, and Miami, with \$4.18, was the highest.

Reverse
What Cost Garbage Disposal?

Cities are anything but agreed on the cheapest and best way of collecting and disposing of garbage, according to the March issue of the Public Works Engineers' News Letter, issued by the American Society of Municipal Engineers and the International Association of Public Works Officials.

In California, the state Board of Health, completing a survey of collection costs in 21 cities, found that the lowest charge was \$2.25 a year per family, in Whittier; and the highest \$9 to \$12 a year, in Santa Barbara. Whittier employs a private collector, while Santa Barbara extends a franchise to private collectors. South Pasadena, another California city, which has a yearly cost of \$2.52 per family, has a municipal collection system.

Citizens of Reading, Pa. paid 35 cents last year to have garbage collected. The reduction plant, municipally owned, produced a total income of \$16,842.29 from the sale of grease and tankage derived from the garbage.

The city of Jackson, Mich. this year has taken the bid of a private collector, which will provide service for its citizens at the rate of 55 cents a ten-gallon can per month or \$5 a year, payable in advance.

Sacramento, Calif. city garbage department received \$41,755 last year through the sale of junk and garbage. Huntington, Suffolk County, N.Y., through special garbage collection services, brought in a revenue of \$1,110 last year. Springfield, Mass. is planning to get an income from municipally collected garbage by hauling it to swine breeders outside the city.

Voters of Prince Georges, Md., suburb of Washington, D.C., recently defeated a proposal for municipal collection of garbage and refuse which would have cost each householder from \$5.50 to \$10 a year, according to the number of collections.

Connecticut municipalities have just had their refuse-disposal systems surveyed by the State Planning Board. A striking variation showed up in the cost of collection and disposal among the various towns and cities, even when the methods used were identical.

"One of the difficulties in judging whether citizens are paying too much for this service," comments Donald C. Stone, editor of the newsletter, "is that municipal departments in many cases do not keep adequate records; therefore unit costs cannot be properly determined. These figures must be available in order to determine the most efficient method of garbage disposal and to make a true comparison among cities. In general, figures show that municipal collection fills the bill more adequately than collection by contract."

Regional Series

Large Cities Eye City-County Consolidation

Definite movements to reorganize complex governmental set-ups are now under way in more than half of the 41 cities in this country with populations of 200,000 and over, according to a survey made by Robert M. Paige, secretary of the Governmental Research Association. Reorganization proposals under consideration would give the county governments containing these cities executive heads, rearrange and consolidate city departments and take steps toward the consolidation of city and county governments.

A review of proposals currently receiving attention in each of these cities reveals that in:

New York City. Mayor has appointed a city charter revision commission which is considering the city-manager form of government. Consolidation of city and county government will be possible if voters approve a constitutional amendment to be considered this coming fall.

Chicago. City Club and an independent candidate for mayor are advocating the city-manager form of government. Last year Chicago consolidated 26 park districts into 1.

Philadelphia. Movement for a new state constitution is seen as an opportunity to consolidate city and county and provide home rule powers under which a city-manager form of government can be adopted.

Detroit. Campaign continues for county home rule which will permit the assumption of many municipal services by Wayne county and eliminate some of the 145 independent units now operating within the county.

Los Angeles. The semi-official Committee on Governmental Simplification has recommended extending the practice of turning municipal functions over to the county on a contract basis, thus eliminating duplicating service departments.

Cleveland. An official County Charter Commission is preparing a modern form of government for the county.

St. Louis. The league of municipalities of the county has presented to the legislature a resolution calling for a law permitting the creation of a centralized system of government in the county.

Boston. Mayor has secured authority to consolidate city offices and bureaus into eight major departments.

Pittsburgh. Metropolitan Plan Commission is drafting a charter for Allegheny County which will unify the governments in this area. The Civic Club has submitted a city-manager bill to the state legislature.

Milwaukee. Official joint city-county committee on consolidation recommends giving the county exclusive power to perform eight important municipal functions.

Buffalo. A county charter revision commission is at work.

Minneapolis. The Charter Association has presented a draft of a new city charter.

New Orleans. The Bureau of Governmental Research is working on a plan for a new city charter.

Cincinnati. Official charter commission is preparing a centralized form of government for the county.

Kansas City. Interest is being shown in the plan of consolidating county offices into three major departments worked out by the presiding judge of the county court.

Seattle. Municipal League is advocating the city-manager form of government. A bill has been introduced in the state legislature calling for a constitutional amendment providing for county home rule and city-county consolidation.

Rochester. An official charter revision commission is working on a new charter for Monroe County.

Louisville. The city has engaged a staff of specialists to conduct a survey of city departments and to make recommendations for needed rearrangements.

Portland. The City Club is advocating the city-manager form of government.

Toledo. An official County Charter Commission is at work.

Oakland. Study of governmental relationships in the San Francisco Bay region is being made by the Bureau of Public Administration of the University of California.

Birmingham. City-county consolidation has been brought to the fore by the governor, who favors this step.

Omaha. Citizens are awaiting with interest the establishment next year of the county-manager form of government which they adopted last November.

Syracuse. A city-manager campaign is under way. The plan will be voted on in April.

Newark and Jersey City. Princeton University experts will soon begin a study of governmental relationships in these two cities, among others in New Jersey.

Apparent and Actual Income Tax Rates

Now that the first installment of the 1934 income tax is stowed away in the federal treasury, it is apropos to ask the 2,000,000 men and women who paid income taxes just what their actual tax rates were.

In studies made by the Interstate Commission on Conflicting Taxation, the tax research agency affiliated with the American Legislators' Association, of which Henry W. Toll is executive director, it is shown that three rates are involved in income tax computations. In the first place, there is the federal rate found on income tax blanks. Viewed without allowance for personal exemptions, these rates are 4 per cent up to a \$4,000 income; 8 per cent on \$4,000 to \$6,000; 9 per cent on \$6,000 to \$10,000; 11 per cent on \$10,000 to \$15,000, and so on, up to a maximum of 63 per cent on \$1,000,000 and over.

However, James W. Martin, the research director of the commission, says these rates are merely starting points for tax computations. "Effective tax rates, or the ratios of taxes to net income," explains Mr. Martin, "are better measures of the actual tax burden than are the rates specified in the federal statute for the different income brackets."

Effective tax rates are of two kinds--computed and actual.

Mr. Martin points out that, since federal rates apply only after personal exemptions and deductions are made, "rates computed to show the tax actually paid have a psychological advantage over the legal rate structure, which appears to be much higher than it really is. An individual with a net income of \$55,000, for example, might point to a tax under the 1934 federal rates of 34 per cent; but the effective rate on his entire income would be actually 10 per cent.

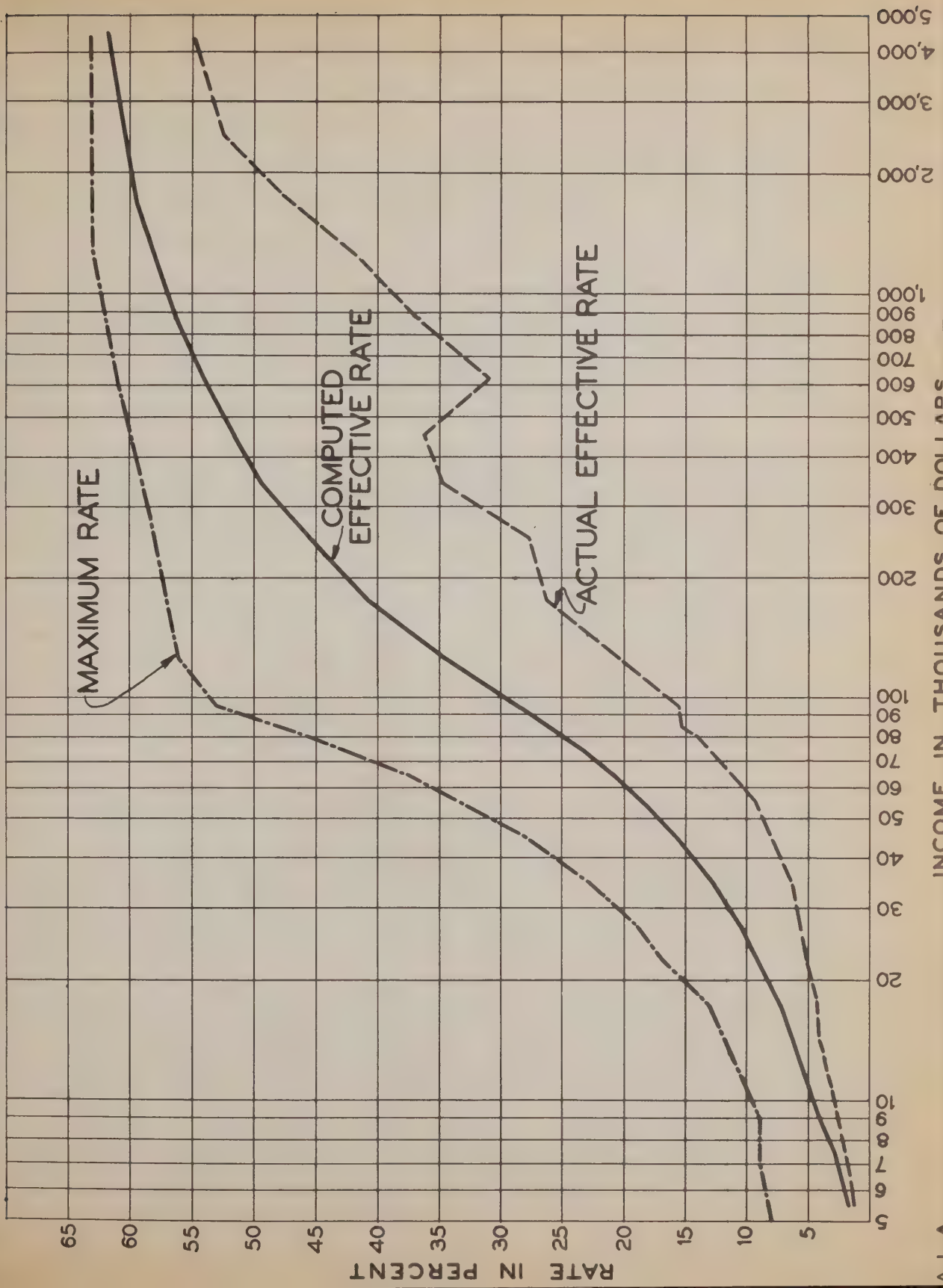
To explain more clearly the differences between income tax rates, the American Legislators' Association has prepared the accompanying graph. The curves are based on the 1932 situation, the latest year for which full information is available. The top curve, called the maximum rate, is the rate named in the federal income tax law. The computed effective rate is secured by assuming average personal exemptions and credits for dependents and legal deductions which can normally be expected within the various income brackets, and then dividing the computed tax by the net income. The actual effective rate is obtained by dividing actual tax collections within the various income brackets by the total net incomes in these brackets.

From this graph it is seen that a man earning \$10,000 believes he is paying a rate of about 10 per cent, whereas the computations made in advance of income tax collections indicate he may be expected to pay a rate of not more than $4\frac{1}{2}$ per cent. After adjustments for tax-exempt securities, earned-income credits, dividends from domestic corporations, and so on, are made, he actually paid around 3 per cent.

It is interesting to note, Mr. Martin explains, that the actual effective rate curve is not a regular one, whereas the maximum and computed effective rate curves are. This is probably due, he explains, to unusually large holdings of tax-exempt securities.

(graph attached)

ACTUAL EFFECTIVE FEDERAL INCOME TAX RATES-1932



First Housing Officials' Yearbook

A log-book of the first year and a half of the low-cost housing movement in the United States since government became actively interested in it, has been issued by the National Association of Housing Officials.

This first annual, entitled Housing Officials' Yearbook, 1935, according to Coleman Woodbury, executive director of the association, is the only publication which reports the proceedings of all the agencies in the public housing field. It reviews the problems and policies of the Housing Division of FWA, the history of the Federal Housing Administration, and the activities of the Federal Home Loan Board, subsistence homestead and rural rehabilitation agencies. In addition there are reports of state and local housing agencies.

The history of the movement relates that the first laws recognizing the federal government's concern in low-cost housing were passed in 1932. Now, in addition to statutes authorizing federal housing agencies such as that of the FWA, fifteen states have laws providing for the regulation of limited-dividend housing corporations, and ten states have laws for establishing either local or state housing authorities or other bodies with power to own and operate low-cost housing properties. Local housing authorities have been established in fifteen cities, two states have housing authorities, two cities are undertaking housing projects under home-rule charter powers, three cities have official advisory housing commissions and literal dozens of other communities are engaged in preliminary studies looking toward definite housing programs.

Not counting employees of the federal government, over 200 housing officials have taken office within the past few months and other hundreds of responsible citizens have become interested in rebuilding the poorer residential sections of their cities.

Although results measured in actual housing have been somewhat limited, Sir Raymond Unwin, British authority on housing, is quoted as saying: "I would issue a word of caution against...impatience with your government. Let me tell you as one experienced in this subject that you have moved further in housing in the last two years than we did in forty years before the War....You are nearer getting a full program of housing today than we were in 1914, and some of us had been working at it then for thirty or forty years, despite the fact that dozens of our local authorities had been building housing before the War and had the machinery."

The National Association of Housing Officials lists among accomplishments of the first year of its existence the tour of 14 American cities made by foreign and American housing experts; the preparation of manuals on state laws for public housing, housing surveys and demolition; and consultant services extended to over 50 local, state and federal housing agencies. It is now planning a course on housing management, to train people to manage finished housing projects.

The Yearbook, which is expected to continue as a generally recognized record of the progress of public housing agencies in the United States, is designed to promote among housing officials an understanding of the problems and duties of other agencies than their own and as a usable reference work for other governmental officials, non-official housing groups and individuals.

Pari-Mutuel Betting Now Legal in Twenty-four States

The fellow who likes to play the ponies can plan to follow the pastime in at least five more states this year. Arkansas, Delaware, Minnesota, Missouri, and Nebraska--five of the seventeen or more states whose legislatures have been eyeing the races as a source of state revenue this session--have legalized pari-mutuel betting.

According to a survey made by the American Legislators' Association it has been legal for some time for the lucky to share in other people's "mis-bets" in Florida, Illinois, Kentucky, Louisiana and Maryland. Nevada legalized pari-mutuel betting in 1929 and in 1933 eleven states--California, Michigan, New Hampshire, New Mexico, North Carolina, Ohio, Oregon, South Dakota, Texas, Washington and West Virginia--gave official okays to the pastime. In 1934, Rhode Island and Massachusetts legalized racing and pari-mutuel betting, so that with the present five converts, the total runs to twenty-four.

Taxes vary on racing and betting as do the purposes to which the revenues are put. Fourteen of the nineteen states impose a license fee on the racing associations, usually in terms of a specific sum for each day of racing at each track. Fees per day range from \$10 to \$6,000, although racing at county fairs is licensed generally at the rate of \$50 a day. Revenues go into state treasuries for general purposes in several states. Other states use them for the benefit of agriculture entirely. Still others turn the money back to the towns and cities. Washington, South Dakota and Massachusetts use all or a part of the income for poor relief and Virginia gives it to the general school fund.

With the exception of Louisiana, all states permitting betting limit either by statute or by racing commission regulations the percentage which the racing association may deduct from the total amount of wagers cleared through the pool. The "take", varying from 5 to 15 per cent, is limited to 10 per cent in eight states.

Of fifteen states taxing pari-mutuel wagering, aside from the racing, ten measure the tax by the gross receipts of the pool, while the other five take as taxes a percentage of the commissions deducted by the association from the pool. Taxes on admissions to races are also levied in Florida, Illinois, New Mexico and North Carolina.

In eleven states racing and betting revenue in 1934 amounted to \$6,186,000 or 3.7 per cent of the total of \$168,127,000 wagered. During the same period taxes on pari-mutuel bets totaling \$95,616,000 amounted to over two and a half million dollars in seven states levying this particular tax.

Emergency Finance
States Provide Anew for Relief

Appropriations from general state funds and proceeds from special taxes are indicated as popular sources of revenue for future financing of relief among the states that have thus far made provision for this need, according to Public Welfare News, bulletin of the American Public Welfare Association.

Fourteen states in current legislative session have decided upon the way they will finance relief, in several cases through the next two years.

In five states, appropriations from general funds will be forthcoming for relief needs. Illinois has set aside \$9,000,000; New York, \$10,000,000; Oregon, \$5,500,000 and West Virginia, \$1,000,000. The state of Washington will hold in reserve \$10,000,000 for the biennium ending March 31, 1937.

Four other states will use the proceeds from special taxes. Nebraska has authorized the use of inheritance taxes until March 1, 1937, for this purpose; New Jersey will divert \$2,000,000 of motor fuel tax; New Mexico will have \$250,000 from proceeds of the liquor tax; and Minnesota has appropriated \$11,000,000 from liquor revenues.

California's legislature has authorized the transfer of all unexpended funds to the relief fund.

Two states--Texas and Kansas--have authorized issuance of relief bonds. The Texas legislature provided for the issuing of \$3,500,000 of the bonds remaining from a twenty million dollar issue permitted by Constitutional amendment; and Kansas has granted counties the authority to get out relief bonds.

Bond issues and special taxes provided a common means for financing relief during the years 1933-1934, twelve states relying on state poor relief bonds for funds, and six others authorizing their local governments to raise money in this way. Ten other states diverted proceeds from liquor taxes; seven states levied a sales or occupational tax and three states used proceeds from horse-racing and pari-mutuel betting. Other taxes which have been used for relief purposes are inheritance, income and those from motor fuel.

- Regulation
State Milk Control

State control of milk, through boards similar to public utility commissions, has the attention of a number of legislatures this year, according to a bulletin of the American Legislators' Association.

The boards already exist in 15 states, which, with the exception of Delaware, established them during the past two years. Ten of these fifteen states will see their milk control acts expire some time this year or next. At least seventeen other states, however, are scheduled to take up the milk control matter during 1935 legislative sessions. The Virginia state milk commission, stripped of power by the state supreme court, is seeking legislative rehabilitation.

Set up primarily to regulate prices and trade practices in the milk industry, the boards do not all have the same powers to fix prices. All of the laws grant authority to set minimum prices, wholesale and retail, to producers and consumers; some of them grant the right to fix top prices. In general, power to set the lowest prices to protect the producer is mandatory, while the power to set the top prices to protect the consumer is only permissive.

Some milk control laws contain provisions which specifically recognize a consumer interest. In New Jersey, the Board may hold public hearings and invite producers, consumers, local dealers and public health officials to submit information on any milk problem. The Rhode Island Board is required to hold regular meetings at which producers, dealers or consumers may present their ideas for the betterment of the trade. The Wisconsin Department of Agriculture Markets may issue orders prescribing methods of distribution, to avoid needless waste, which tends to increase costs to the milk-drinkers.

"The need for interstate compacts is apparent, if states are going in for milk control in large numbers," comments Henry W. Toll, executive director of the American Legislators' Association. "New York state, by recent decision of the United States Supreme Court, has already found out that it has no authority to interfere with interstate commerce through milk control laws which attempted to fix prices dealers must pay producers outside New York's borders for milk sold within the state."

Crime Study in Conference

If John Dillinger, and his successors to the title of Public Enemy No. 1, never did anything else beneficent, they made administrative officials conscious of the urgent need of control over crime. Thus crime conferences, called by police officials or by groups of private citizens, continue to be the rule in many states, according to the current issue of the Police Chiefs' News Letter, official bulletin of the International Association of Chiefs of Police.

California's Governor Merriam called together fellow-governors from ten other states west of the Rockies the past week to talk about measures they might put in force to combat crime. He favors the inter-state compact, such as was recently authorized by the Indiana legislature.

Earlier this month two thousand delegates participated in a state-wide conference called by Governor Hoffman in New Jersey. Better co-ordination of municipal, county, and state police systems was the keynote. Resolutions adopted urged a state-wide radio system and uniform police records. Governor Hoffman also issued a statement that he would call on the governors of neighboring states to enter into an inter-state compact to make mutual enforcement of laws easier.

In February a police conference sponsored by both civic organizations and law enforcement officials was held in Cleveland. Its chief purpose was to consider what should be done with the organization of police and prosecution in drafting the new county home rule charter. Seattle's mayor held a similar conference of citizens and police officials in January.

Michigan's attorney general recently called a conference of judges, prosecuting attorneys and police officers, to consider more efficient means of law enforcement.

In Rochester (N.Y.) the Community Crime Prevention Organization has had its program of better law enforcement adopted by the city council. With a slogan of "Curb Crime", the program proposes that citizens emphasize punctilious observance of all laws, that they refrain from using influence to gain release from fines, and that they learn how to watch for criminals.

Other states which have held crime conferences or are planning to do so, following out the suggestion of U.S. Attorney General Homer S. Cummings, are Illinois, Florida, New York, Pennsylvania, Delaware and Texas.

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Roll-call of Welfare Laws, 1933-34

Five hundred and twenty-five laws relating to welfare, relief and recovery were passed by the states during 1933-34, the acts ranging in context from relief financing to minimum wages on public works.

According to Welfare, Relief and Recovery Legislation, a digest of these laws just issued by the American Public Welfare Association through Public Administration Service, by far the largest number pertained to relief financing. There were nearly 140 of these. State laws on public works, numbering over 80, ranked second; and laws on organization of welfare departments and different forms of relief totaled approximately 40 apiece.

Partially responsible for this large number of state laws were the many new acts passed by Congress, such as those on work relief, public housing bodies, relief financing and public works.

Legislative activity in the welfare field during 1933 and 1934 has established an interrelationship among the three levels of government that will undoubtedly be intensified during the next biennium, according to conclusions of the study.

One effect of federal legislation on state legislation, for example, is the modification of the forms and adequacy of relief. Unemployment relief in the states, at first confined almost wholly to food and clothing, in many cases now includes rent, household allowances and other direct expenditures. Medical care has become an accepted relief item also.

Another significant trend, it is pointed out, is the increasing realization that plans must be made to put public assistance on a continuing basis. While large numbers of emergency relief and recovery laws have been passed, many provisions have also been made to set up permanent state welfare functions. Indicating this are the strengthening of welfare administration, the establishment of welfare agencies in states heretofore lacking adequate ones, the recognition of the value of welfare surveys in planning future legislation, and the growing interest in economic security legislation.

The digest points out that with federal plans, as revealed in the reports of the Committee on Economic Security and the National Resources Board, and state plans as indicated in the reports of various state commissions, now clearly defined, a cooperative long-time program of public welfare is promised.

Crime Films Become Educational

"Crime does not pay" is to be the conscious theme of all gangster moving pictures hereafter, if the producers live up to the oral agreement they have just made with prominent police officials. Moreover, the gangster is to be shorn of his glamor and the police officer portrayed as capable, honest and efficient in the performance of his duties.

Believing that crime pictures can and should demonstrate the futility of law-breaking and at the same time be entertaining, the International Association of Chiefs of Police appointed a committee to confer with Hollywood producers and Movie-censor Will Hays on the matter. Chief Peter J. Siccardi, of the Bergen County (N.J.) Police, who is president of the association, and Chief James E. Davis, of Los Angeles, were members of the committee. That the conference has been at least partly successful is indicated in a statement from Chief Siccardi appearing in the current issue of the Police Chiefs' News Letter, issued by the association.

Chief Siccardi asserts that the producers agreed, among other things, to eliminate actual encounters between gangsters and police--these encounters from now on will be "offstage" sound effects--and to keep from public view sawed-off shotguns, machine guns and other tools of the gangsters' trade.

Another point which the police chiefs and the moving picture producers discussed concerned the picturization of the police officers themselves. The association executives believe that portrayal of the police officer as a comedy cop does injustice to the average officer and to police officials, by joking about their abilities.

Chief Siccardi points out that the newer crime pictures will be more in the nature of mysteries than the blood and thunder ultra-realistic films to which the police chiefs' association has effectively objected.

States Work Over Security Bills

Although most states are holding up final action on old-age security bills until Congress provides a pattern for such legislation, several states have already enacted laws covering both unemployment insurance and old-age pensions.

According to Public Welfare News, bulletin of the American Public Welfare Association, Washington and Utah are the first states to enact laws on unemployment^{insurance} patterned after the model bill outlined by the Committee on Economic Security. A

Contributions equal to three per cent of the payroll are to be required from all employers in both states, after the law has swung into normal effect. In Washington all the money will go into a central pool, while in Utah the law provides for separate accounts for each employer, plus a partial pooling in a central account. Maximum benefits to those out of work in Washington will be \$15 a week; in Utah, they will be \$3 higher. Under the Utah bill, farm laborers, non-manual workers earning more than \$2000 a year, and employees of the state and its municipalities are excluded from participation. In this particular, as in a few other notable cases, the Utah act departs from the provisions of the model bill.

In New York a bill creating a State System of Unemployment Insurance was passed by the Assembly and is now before the Senate, with Governor Lehman urging quick adoption. The proposed law would cover all manual workers and all "white collar" workers receiving less than \$50 a week. Not less than \$5 but not more than \$15 a week is the benefit.

Among states which are rebuilding present old-age pension laws to fit in with the proposed federal legislation are Montana, Oregon, Washington and Wyoming. The Oregon Act reduces the residence requirement from 15 to 5 years and gives administration of pensions to local relief committees under supervision of the State Relief Committee, which is authorized to act as agent for the federal government. Washington and Wyoming have made somewhat similar changes in their laws since the first of the year. Arkansas, whose 1933 old-age pension act was declared unconstitutional by the courts, has drawn up and passed a new one.

Enterprising Enterprise

Cities that have trouble meeting their debts need to make a thorough study of all economic factors, past, present and future, before undertaking to refund their debts or deal with their creditors, says Carl H. Chatters, executive director, Municipal Finance Officers' Association. He cites Enterprise, Oregon, as a city wise in this respect.

Enterprise, town of 1,379, whose one industry--lumbering--has died out, leaving it merely a trading center, has just undergone a financial survey, in preparation for charting its debt refunding course. The study, made by the League of Oregon Cities, is described by Mr. Chatters as the most thorough of its kind.

Dealing not only with "cash on hand" and "amounts in the red", the report presents also the agricultural and industrial history of the community, the growth and decline of population, the value of farm lands and farm products, lumber-mill production and payrolls, freight shipments, postal receipts, rentals, assessed valuations and tax collections.

Present finances of the city are treated in every detail, with tables showing the bonds outstanding and the interest accrued, which taxpayers must pay, as well as the condition of present municipal improvements and the need for repairs and extensions. Assessed values of property, bonded indebtedness and other facts about Enterprise are set beside the comparable information for nine other Oregon cities. Uncut timber in the adjacent territory has been thoroughly canvassed and the conclusion reached that a revival of the lumbering industry is improbable; therefore plans for the future do not count on this as a resource.

The survey is designed as a guide for similar studies in other cities.

"With 2,033 cities in the United States in default as of January 1, 1935, studies of this kind become doubly important," comments Mr. Chatters. "Although it would be difficult to secure for large cities some of the information shown about Enterprise--such as the payrolls of all the industries--nevertheless all knowledge possible should be gathered on the prospects of industries and businesses, population trends and other economic factors. Unless a discussion of debt readjustment is based on such thorough information, either the municipality or its creditors will suffer in the final outcome."

Smoke Gets in the Cities' Hair

"Keep the home fires burning, but with as little smoke as possible." This was the slogan of Nashville, Tenn. during its recent Smoke Abatement Week, which was directed particularly to the home-owner who doesn't know how to fire his furnace.

The home-fires are being blamed for a lot of the excess smoke in the sky of more than one city, according to the United States Municipal News, bulletin of the American Municipal Association and the U.S. Conference of Mayors. Cincinnati and Chicago, as well as Nashville, have recently brought the matter to the attention of citizens in smoke-abatement campaigns.

These cities are falling in line with others in joining the clear-the-air movement, which Paul V. Betters, director of the two associations, says will be one of the next big drives by cities, just as purification of water supplies was thirty years ago.

"Practical demonstrations made in Chicago prove that reasonable goals for smoke abatement can be reached without hampering industry or transportation," comments Mr. Betters. "During the past four years smoke abatement campaigns have reduced the city's dust fall from 390 tons per square mile per month in 1930 to an average of 95 tons a month in 1934. Last month it was 72.1 tons."

Atmospheric cleansing fell off during the depression, says Mr. Betters. Just when it was getting a good start, jocular citizens asked why money should be spent for smoke abatement when factory smokestacks, at least, were idle. Now, however, cities are finding that it is time to renew the battle.

Smoke abatement both in industrial plants and apartment houses, he explains, has been achieved through improved boilers and furnaces that will burn high volatile coal practically without smoke, by smokeless fuels, automatic stokers, and electrical precipitators, mechanical separators and smoke and gas washers which insure clean stack gases.

The American Municipal Association and the United States Conference of Mayors are making a survey of cities, in order to determine the present practices in smoke abatement.

FOR FINANCIAL EDITORS

Estimating Income Tax Revenues

Counting unhatched chickens is unwise procedure for any tax-imposing authority when income taxes are the proposed source of revenue, says James W. Martin, tax consultant of the American Legislators' Association and research director of the association-sponsored organization, the Interstate Commission on Conflicting Taxation. However, there is a way of arriving at a fair estimate of these unhatched chickens. By applying the procedure summarized below, estimated yields of income taxes and the distribution of the yields can be calculated.

Although personal incomes of \$4,000 to \$6,000 are taxed by the federal government at an average rate of 8 per cent, actual revenue collections are at a rate below 1.4 per cent, and computed effective rates on the same incomes are only about 1.8 per cent. For this reason it appears unwise for the sponsor of any tax measure to estimate revenues derivable from his pet measure unless he has applied the proper techniques, according to Mr. Martin, under whose direction such techniques have been used in computing federal income-tax rates.

Computed effective rates (a few refinements in the calculations are here omitted) are based on the computed tax of two average taxpayers in each income bracket, one being given the exemption allowed for the head of a family and the other that for a single person. The tax liability of these individual taxpayers is then multiplied by the number of persons in each income bracket.

To check the reliability of this calculation the 1932 federal tax rates were applied to the net income reported for taxation in 1932 and the results compared with the actual tax collections reported by the Bureau of Internal Revenue. Actual collections were found to be 63.3 per cent of the computed amount. The percentages range from 95.5, for incomes of \$2,000 to \$3,000, down to 50.6 per cent, for incomes of \$50,000 to \$60,000. The percentages then increase to a maximum of 87 at the \$2,000,000 to \$3,000,000 income level.

After computing net income it is necessary, Mr. Martin points out, to make adjustments other than for personal exemptions and credits for dependents. These deductions and adjustments are due to interest on liberty bonds, capital gains and losses, and income taxes deducted at the source and paid to foreign countries or U.S. dependents. With all these adjustments made, the actual effective rate can then be calculated.

(Comparison of computed and actual 1932 federal income tax revenues is attached.)

COMPARISON OF COMPUTED AND ACTUAL FEDERAL INCOME TAX REVENUES FOR 1932

Income bracket (000 omitted)	Average income per person	Computed tax		Number of returns		Aggregate revenues		Ratio of actual to computed revenues
		Heads of families	per person ^b	Heads of families	Single persons	Computed ^c	Actual ^d	
\$0-1	642	---	---	158,269	201,419	9,238	12,254	132.6%
1-2	1,440	---	10	527,303	962,286	10,282	9,822	95.5
2-3	2,518	---	53	772,930	195,026	14,327	10,691	73.1
3-4	3,411	20	88	450,171	61,342	13,917	10,204	73.3
4-5	4,436	61	129	161,178	31,064	11,775	8,772	74.5
5-6	5,463	103	181	86,491	16,063	10,143	7,598	74.9
6-7	6,463	147	266	49,841	10,771	9,794	6,911	70.6
7-8	7,465	220	356	32,146	7,663	9,283	6,332	68.2
8-9	8,470	310	446	21,662	5,739	8,913	6,000	67.3
9-10	9,483	401	557	16,022	4,616	8,027	5,340	66.5
10-11	10,482	496	632	11,433	3,723	7,361	4,908	66.7
11-12	11,493	597	733	8,705	2,948	6,424	4,259	66.3
12-13	12,481	701	837	6,871	2,438	5,792	3,832	66.8
13-14	13,488	812	948	5,456	2,106	4,424	2,859	64.3
14-15	14,482	926	1,062	4,364	1,630	3,475	2,199	51.9
15-20	17,190	1,263	1,399	13,414	5,755	28,495	14,853	52.1
20-25	22,310	2,021	2,157	17,266	5,281	21,759	12,464	53.9
25-30	27,314	2,918	3,054	4,494	2,161	19,711	10,694	54.3
30-40	34,395	4,419	4,555	5,231	2,538	34,675	17,999	51.9
40-50	44,538	6,979	7,115	2,863	1,593	28,495	14,853	52.1
50-60	54,456	9,978	10,114	1,543	844	23,993	12,148	50.6
60-70	64,653	13,576	13,712	932	522	20,082	10,820	53.9
70-80	74,710	17,633	17,769	616	322	16,584	9,181	55.4
80-90	84,950	22,284	22,420	416	244	14,741	8,539	57.9
90-100	94,850	27,278	27,415	289	168	11,943	6,461	54.1
100-150	120,498	41,547	41,683	581	414	41,562	24,469	58.9
150-200	171,112	70,102	70,238	208	148	24,976	16,069	64.5
200-300	238,878	109,117	109,253	144	95	17,010	11,950	60.7
300-400	346,094	171,763	171,899	57	42	9,432	6,604	70.0
400-500	444,032	229,988	230,124	25	16	20,855	11,867	56.9
500-750	602,042	335,814	325,950	39	25	10,918	7,149	65.5
750-1,000	879,251	496,339	496,339	12	10	8,189	5,904	72.1
1,000-1,500	1,176,674	682,373	682,509	6	6	3,131	2,492	79.6
1,500-2,000	1,750,007	1,043,572	1,043,708	2	1	3,968	3,454	87.0
2,000-3,000	2,193,195	1,322,781	1,322,917	2	1	5,735	4,626	80.7
4,000-5,000	4,644,930	2,867,374	---	2	2	521,130	329,962	
TOTALS				2,350,590	1,526,840			

aThe figures in this column are derived by dividing the net income by the number of returns for each bracket. See Statistics of Income for 1932, p.66.

bThe personal exemptions and credits for dependents were assumed to be \$2,900 for heads of families and \$1,200 for single persons.

cThe amounts were computed separately for heads of families and single persons.

dStatistics of Income, 1932, p. 66.

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Citizen-Interest in Local Elections

Spring elections are in the air, and unless the world has changed since last year, two-fifths of the people are dictating the choice of officials who sit in the city hall council chairs.

The International City Managers' Association, gathering material for The Municipal Year Book 1935, which will be issued this month, finds that only 41 per cent of the population over twenty-one years old are enough interested in their voting rights to participate in the choice of members of their local governing body. More interest, further, is shown in the smaller cities than in the larger ones.

Making the survey, the Association analyzed the number of votes cast in 1933 and 1934 council elections in 800 cities of over 10,000 population. Results show that:

Only 20 million, or 60.4 per cent, of the $33\frac{1}{2}$ million people over twenty-one years of age in these cities were registered voters in 1934. Hardly more than two-thirds of this number actually got around to casting their votes in local elections.

In the largest cities--those over 500,000--over half the people registered to vote, but 30 per cent of these didn't turn up at the polls.

In cities from 30,000 to 500,000 population, between 61 and 71 per cent of the registered voters marked ballots, but this proportion represented roughly only two-fifths of the number old enough to vote.

Cities of 10,000 to 30,000 had the largest number of registered voters in proportion to population--67.8 per cent--and in the last council election 67.6 per cent of these went to the polls; but even this number represented less than half of those who were old enough to vote.

The Year Book sets these figures alongside the vote in the presidential election of 1932, which brought out approximately 54 per cent of the total population over twenty-one in the United States.

Taxation-Conferences

North Central States Tax Officials' Conference Formed

Tax assessing officers and other tax officials of the Great Lakes region meeting in Chicago recently to talk over their interstate taxing problems have formed a permanent organization--the North Central States' Tax Officials Conference.

Illinois, Indiana, Iowa, Kentucky, Michigan, Minnesota, Ohio and Wisconsin are represented in the conference, which is headed by Melville B. McPherson, chairman of the Michigan State Tax Commission.

The conference plans among other objectives: (1) the formulation of definite and co-operative policies of assessment procedure for properties located in more than one state; (2) the development of uniform methods for taxation of public utilities, boats, pipelines and other taxable properties common to all the states in the region; (3) the determination of the kind and extent of supervision which the State Tax Commissions should exercise over local tax assessors.

The conference plans to hold frequent meetings of members within the region, to discuss problems of taxation peculiar to the North Central area. The next meeting will be held in Chicago following the final adjournment of the various state legislatures, when the new legislation will be discussed.

It is intended that the conference will work in close co-operation with the National Association of Tax Assessing Officers, whose assistant director, Albert W. Noonan, is also secretary of the new organization.

Public Welfare Admin.

Managing Welfare on a Permanent Basis

Through the creation of state welfare departments or equivalent agencies, ten more states during the 1935 legislative sessions have recognized that administration of public assistance must be considered a continuous function of state government. According to Frank Bane, director of the American Public Welfare Association, the action of these states and the introduction of public welfare department bills into nearly every one of the legislatures in session this year are significant trends toward established continuity in state public assistance programs.

"No longer is public aid to be considered an emergency problem," says Mr. Bane. "More and more are the states realizing that they must make continuous provision for that part of the population which will always need public help. Not all of the recently created welfare departments meet the standards of the American Public Welfare Association. In fact, several states have fallen far short of what we would recommend, but at least a start has been made by those states which previously had made little or no provision for state welfare activities."

Some of the new acts are based on comprehensive studies and intelligent planning, he points out, while others do little more than establish the machinery for disbursing whatever federal funds are made available under economic security legislation. Although the more comprehensive of the new departments have added the administration of mother's aid, old age pensions and other forms of public assistance to unemployment relief, they have still not integrated the administration of state welfare functions.

The states which have enacted laws setting up state welfare agencies are Arkansas, Montana, New Hampshire, New Mexico, North Dakota, Oklahoma, South Dakota, Utah, Washington and Wyoming. New York has recognized the continuing nature of unemployment relief by taking the first step to interrelate its TERA with the state department of social welfare. Oregon has added new functions of public assistance to the already existing state relief commission. States whose legislatures are now considering bills proposing the creation of welfare departments or amending existing acts, include California, Colorado, Connecticut, Delaware, Georgia, Illinois, Iowa, Maryland, Michigan, Missouri, Nebraska, and South Carolina. In addition several states which have already adjourned showed interest but no legislation resulted.

Interstate Co-operation Grows

Interstate relation

Adoption of resolutions by the legislatures of 17 states providing for the appointment of interstate commissions or committees on interstate co-operation is, in the opinion of Henry W. Toll, executive director of the Council of State Governments, one of the most progressive steps of the current legislative year. "The appointment of such agencies," says Mr. Toll, "will go far toward solving many problems which have failed of solution in the past because of their regional and interstate character or because of the conflicts in the laws of the states."

Dust, which is no respecter of state lines, has joined crime, oil, milk, labor relations, motor vehicles and so on in demanding interstate or regional attention. Mr. Toll points out the fact that Governor Landon, of Kansas, in appealing to the FERA for a grant to take emergency steps in preventing further dust-storm damage, explained that here was a new interstate problem.

In most of the 17 states the agencies set up for interstate co-operation have taken the form of standing committees in the house and the senate, though two states--Colorado and New Jersey--have established commissions composed of five members of the house, five members of the senate and five state officials appointed by the governor.

"Under existing conditions, there is a complete lack of effective machinery to secure harmony among the state governments," Mr. Toll continues. "States which have urgent interstate problems to solve either must form a compact, which each signatory legislature must first approve, or look to the federal government for a solution. It should be pointed out, however, that the compact is the most formal device for making interstate agreements. Many questions which do not demand such formal action can be disposed of through informal discussions and agreements among the representatives of the various states. It is apparent then, that much time and effort will be saved if the legislatures set up standing commissions on interstate co-operation in advance of the urgent need for them."

Such appointments of interstate commissions and their participation in the Council of State Governments, he comments, provide the machinery to facilitate communication, negotiation, understanding and co-operation among the respective states.

Economic planning

Why Planning Is Necessary

In the past two years the number of workers in the automobile industry in this country has increased from 199,100 to 433,500; and weekly payrolls have increased from \$3,290,000 to \$10,270,000. These are increases of 113 per cent and 200 per cent, respectively. Detroit received its share of both increases, yet the decrease in the relief load in metropolitan Detroit from the peak was less than 15 per cent. During the same time the city of Houghton, more than 600 miles from Detroit, due to depressed conditions in its mining industries, lost almost 40 per cent of its population.

"Superficially, all one sees in these statistics," says Walter H. Blucher, executive director of the American Society of Planning Officials, "is that a revived automobile industry has attracted populations from cities less active industrially." But to Mr. Blucher the figures contain some challenging implications of the urgent need for integrated planning activities."

"Planning, as we understand it today," continues Mr. Blucher, "implies the adjustment of the whole population to social and economic conditions as well as the provision of physical facilities. Mass migration complicates these adjustments. The city that loses its inhabitants is burdened as greatly as the city which gains them. Obviously we cannot legally restrain people from moving. We can, however, set up employment agency controls and rehabilitation programs. We could, through the right exchange of employment information, let the people of Houghton choose whether they would rather move and find no job or stay in Houghton and stand a chance of being rehabilitated there.

"The Detroit situation is more or less typical of our large metropolitan centers. We have built up the tradition that a city is great because it is big. Though we may not always go out of our way to attract persons to our cities, we exert little effort to avoid the evils of over-urbanization, or to offer alternatives to a restless, unemployed population.

"Market studies which show a manufacturer where he may expect the maximum profitable sales of his product represent one use of common sense in our business affairs. Yet we have not learned to use common sense in dealing with those problems which affect the population's use of our natural and developed resources to the betterment of its physical, social and economic welfare."

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Students in Government Visit the "Laboratory"

Students of government in at least two American universities are supplementing "book learning" with visits to Washington, D.C. to find out firsthand how affairs of state are carried on.

Yale University initiated the plan and Colgate University will repeat it shortly.

Fourteen Yale undergraduates, the best of the classes in government as selected by competitive tests, went to Washington a few weeks ago to back up their classroom learning with personal investigation.

They listened to an official of the Department of State discuss reciprocal trade agreements, and then for two hours asked questions about the theories and aims of the policies they had heard expounded. At the Bureau of Mines they learned about current problems confronting the coal industry. They visited Congressional sessions and those of the Supreme Court, and sat in on public hearings conducted by various New Deal agencies. They met with press representatives to understand better the connection between the government and newspaper stories about the government.

A more thorough knowledge of governmental machinery at work is the chief objective of these "laboratory" experiments. At the same time, it is pointed out, government officials may thus be imbued with the idea that it is worthwhile to cultivate the talents of undergraduates for careers in public service.

Ten States Now Prohibit an Old Greek Custom

Laws against "tripping the light fantastic" or taking walks of marathon proportions are being written into state statute books in mounting numbers. According to a check just made by the American Legislators' Association, six legislatures thus far during the 1935 legislative sessions have declared themselves against marathon exhibitions, bringing the total of this opinion to ten. Many other states are considering similar legislation.

The six states which have passed anti-marathon laws are Georgia, Indiana, Iowa, Kansas, North Dakota and South Dakota. Three of these states will punish even those who attend marathons. According to present information of the American Legislators' Association, similar measures are pending in Connecticut, Florida, Michigan, Minnesota, North Carolina, Ohio, Rhode Island and Wisconsin.

Texas, one of the first states to recognize as a problem marathon dancing and its other forms--the walkathon and the skatathon particularly--passed a law in 1931 prohibiting any endurance contest of more than 24 hours' duration. However, it exempted athletic contests of schools and colleges, as well as trial tests of materials and machinery. The law was changed this year to limit any one such contest to seven days' duration, and to limit participation of any contestant to 24 hours.

Maine, New Hampshire and New York passed laws in 1933 limiting the number of consecutive hours during which any person may participate in an endurance contest. The New York limit is eight hours--a good-sized working day. The New Hampshire law applies only to women and minors. A Pennsylvania law of 1931 automatically regulates marathons by giving the boroughs in the state the right to limit the opening and closing hours of amusement places.

A Massachusetts senator has proposed that the State General Court designate a special joint committee to make an investigation of marathon contests and the regulation of tourist camps.

Police and Strikes

Police Strikes

Public interest, as well as that of the employer and the employee, demands that full knowledge of "the rules of the game" be impressed on all parties concerned in the event of a strike, says Donald C. Stone, director of the consulting and research division of Public Administration Service, writing on "Police and Strikes" in the current issue of The Survey.

"When a strike occurs," says Mr. Stone, "the mayor, the city manager or chief of police, if wise, will call in the leaders of the strike and discuss with them freely and frankly the problems of law enforcement that may arise. He will discuss their rights with them and work out plans for assuring that such rights will be observed and that they also observe the responsibilities accompanying such rights.

"He will also call in the employers and talk with them. He will bring both strike leaders and employers together to establish rules covering picketing, carrying of weapons, making of threats, and so on. . ."

Mr. Stone further asserts that the public administrator should tell the employers separately a lot of things -- that no thugs or industrial detectives would be allowed, that no guard or company agent could operate outside the company grounds, that strikers have civil rights which should be protected.

"Every city," continues Mr. Stone, "should adopt a definite policy with regard to matters affecting public order such as parades, picketing, demonstrations, public meetings, and assemblages. This should include the designation of places in the city where labor leaders, communists, capitalists, butchers, bakers and candle-stick makers can talk on any subject they want at any time to any one who will listen.

"Persecution breeds martyrs, whether it be of radicals or conservatives, laborers or capitalists, strikers or employers. We have never learned in this country that the best way to . . . satisfy a militant group is to encourage it to release its energy in terms of words, not in terms of force."

Mr. Stone finds that the police "are in a tight spot" during a strike, no matter how honestly or impartially the laws are administered. He believes that only through specific regulations governing strikes as well as other disorders and impartial enforcement of laws and regulations can disputes be adjusted intelligently and in an orderly manner.

Tax Data Tabulation as a Work-Relief Project

Taxation - 1st Edition

Work-relief projects of a new type will be set up under the administrative provisions of President Roosevelt's \$4,800,000,000 works appropriation if plans prepared by the Interstate Commission on Conflicting Taxation are followed, according to Henry W. Toll, secretary of the Commission and executive director of the American Legislators' Association.

The new type of project, which would probably be set up under the technical and professional provisions of the works bill, will be the tabulation of local and state tax data in standard form throughout the country.

When the Second Interstate Assembly met in Washington, D. C. in March, it passed a resolution requesting the Interstate Commission on Conflicting Taxation to prepare forms for reporting tax data, so that comparable results from the various states would be insured. These forms have been prepared and will be circulated among the state and local authorities, so that they may be ready to apply for permission to set up their own tax-data work-relief projects.

The Second Interstate Assembly recommended that each state not only "provide for the tabulation and publication of complete statistics of state and local taxation, expenditures and debt," but make continual analyses of such fiscal affairs to make possible "intelligent appraisal of the activities of government, and effective state and local administration."

The forms prepared by the Interstate Commission on Conflicting Taxation refer to revenues collected from taxes and licenses only. The National Committee on Municipal Accounting, the Central Statistical Board and the U. S. Bureau of the Census are developing plans for assembling expenditure and debt statistics. The figures tabulated by these agencies, combined with data on revenue collected under work-relief auspices, will, the Commission believes, result in a composite picture that will greatly clarify the making of state revenue plans and help iron out conflicts in the tax systems of the various levels of government.

Triple Partnership: Key West's Experiment

Key West, tip city of Florida, is preparing to initiate a unique experiment in local government by combining federal, state and local authority in new functional relationships.

Described in the April issue of Public Management, journal of the International City Managers' Association, the new arrangement consists of the consolidation of the city of Key West and the county of Monroe--total population 13,200--into a unified government embracing all the old and adding new governmental powers for the entire area. The Florida State Legislature will consider the matter this month.

Governing the area would be a commission of three: one member appointed by the federal government; one by the Governor of Florida, and a third elected by the people. The national government comes into the picture because of the present emergency and through its interest in the Everglades National Park, a part of Monroe county. Although the set-up sounds like another District of Columbia, it would differ in that citizenry would retain the voting privilege. Executive officials would be appointed.

Key West has seen centralized control work out successfully on home ground before. Eight months ago state relief officials, at the request of the city council and the county commission, took over the municipality because industries had died out, 50 per cent of the population had left, and 80 per cent of the rest were on relief. Florida State Relief Administrator Julius F. Stone advised emergency rehabilitation, which made the destitute cigar-manufacturing city into a much sought recreation center. The city council continued to pass ordinances and the mayor and other city officials remained, but only as a formal legal "front" for the relief administration.

The new Key West is careful to keep the atmosphere of a romantic city. A fine arts commission must okay all improvements and remodelling. The city has an ordinance against tipping and another against noisy auto horns. Since its transformation the city has seen relief rolls drop by a fourth and bonds quoted 11 points higher.

Officials of the state of Florida and of Key West appear eager for the experiment, which they believe may be the forerunner of similar solutions to conditions growing out of over-enthusiastic bond-issue financing, depression, decadent industries, and duplication in taxation.

Lowering Fire Losses

Insurance, Fire

Although many cities made record reductions in per capita fire losses in 1934, it remains to be seen whether these reductions will have much effect on lowering fire insurance rates, according to Paul V. Betters, executive director of the American Municipal Association and the United States Conference of Mayors.

Nashville, Tenn. reports its 1934 fire losses the lowest on record--\$2.49 per capita. Educational drives for fire inspection of homes are given large part of the credit. Memphis, Tenn. reports its lowest fire loss in 23 years.

Little Rock, Ark., which shows the lowest fire loss in 13 years, attributes its record to increasing education and public co-operation. Fire loss in Spokane, Wash. during 1934 was less than \$100,000, the lowest in 34 years and an all-time record low, considering the value of property involved. Elizabeth, N. J. just made its best record in 12 years and Tampa, Fla., its best in 24 years.

"Sizeable reductions in fire losses should entitle the cities concerned to more advantageous fire insurance rates, but often they do not get them," comments Mr. Betters. "It has been pointed out by Harold A. Stone in Fire Insurance Classification of Cities and Fire Losses that the National Board of Fire Underwriters determines insurance premium rates largely on the basis of a city's fire-fighting defenses or weapons and of natural and physical conditions. No adequate consideration is given to fire loss records, rating the fire-department's performance and fire-prevention work."

Mr. Stone found that Lakewood, O., for example--a city which won first place in its class this year in the National Fire Waste Council contest--is rated "top" by the fire underwriters on factors of water supply, police, fire department, building laws, hazards, fire alarm and structural conditions. So are Worcester, Holyoke and Fall River, Mass., Buffalo, N.Y. and Newark, N.J. Fire insurance costs in the six cities, consequently, are the same. The annual per capita fire loss in Lakewood, however, averaged less than \$1.01 over an eight-year period, while that of the three Massachusetts cities was from \$4.00 to \$5.00 and for Buffalo and Newark, \$3.00 to \$4.00. On the other hand, Canton, O., with a fire-loss record of \$1.00 to \$2.00 per capita, is put in the bottom class by the fire underwriters and property owners in this city must pay the highest premiums.

The present system of rating, the study concludes, may cause citizens in towns labeled "poor" fire risks to pay for high losses in other communities rated as having excellent fire defenses, even though their loss record is bad.

(The story below on governmental research is the second of a series of background articles describing the work of national governmental organizations grouped in Chicago.)

Governmental Research Nears Thirtieth Birthday

Governmental research as an established function is nearing its thirtieth birthday. From a meager beginning this research today embraces the scientific study of every administrative problem and is designed to uncover and put into practice the best means of carrying on all public business.

The first time the job actually was labeled was in 1906, when the New York Bureau of Municipal Research was established to promote efficient and economical government and to help public officials overhaul or retire obsolescent governmental machinery. Citizens in other parts of the country soon began to recognize the value of this innovation. Now, according to Robert M. Paige, secretary of the Governmental Research Association, the professional society of these researchers, there are research bureaus in 40 of the 100 largest cities of the country.

These fact-finding agencies have various names, the most common being the governmental research or municipal research bureau. Governmental research is carried on, however, by many agencies not so named. Among them are the Taxpayers' Research League of Delaware, the Civic Research Institute of Kansas City, and the Citizens' Bureau of Milwaukee.

Most of the governmental research bureaus are supported by public-spirited citizens and are entirely independent of the city hall. A few are regular departments of city governments. Universities and colleges of the country are showing an increasing interest in governmental problems and there are also bureaus for research in a dozen or more schools.

"Demands for reduced taxes and for better municipal services are focussing public attention on the principles and methods advocated by the governmental research movement since its inception," says Mr. Paige. "Bureaus of municipal research stand and work for a business-like structural organization of government such as is typified by the city manager form. Municipal research bureaus in Kansas City,

Rochester, Schenectady and Cincinnati had a great deal to do with the adoption of city manager charters in these cities. Many other research bureaus have helped modernize city government organization by revising charters, consolidating offices, and providing for shorter ballots, more direct lines of authority and responsibility, centralized purchasing and the like."

Some of the bureaus have staffs of accountants, engineers and other technical experts. Many of them, however, operate with a director and engage outside consultants for special studies. The fact-finders make studies of everything from budgeting to refuse-collection, not so much to check up on public officials as to point out opportunities for increased service. Typical records of a few of the bureaus are as follows:

The Baltimore Commission on Governmental Efficiency and Economy planned and installed a central payroll bureau, replacing 45 previous bureaus with one; devised a collection system for the Central Bureau of Receipts which resulted in a 14 per cent increase in tax collections in five years; established a central telephone system at a saving of around \$14,000 annually and created a central purchasing and consolidated stores system.

The St. Louis Bureau of Municipal Research promoted the motorization of the street cleaning department, which reduced the annual operating costs from \$750,000 to \$275,000. By insisting that competitive bids be obtained on a five-year basis, the Bureau was largely responsible for an annual reduction of about \$110,000 in costs of garbage disposal. The unit costs dropped from more than \$2 a ton to $34\frac{1}{2}$ cents a ton. Another major study of the Bureau resulted in the setting up of an actuarially sound pension system. It is estimated, the Bureau reports, that the plan will cost the city \$15,000,000 less during the first thirty years of its operation than would the plan originally proposed.

The Citizens' Advisory Finance Committee of Newark, N.J. has just completed a study of the office methods used in assessing real and personal property, preparing payrolls, collecting current and delinquent taxes and handling budgetary and other accounts. The study resulted in the installation of mechanical aids with consequent elimination of hand-copying of records and needless clerical routine. Twice the former accounting, billing and posting is being accomplished in less time and with less effort than formerly, the committee reports. More frequent billing of delinquent taxpayers made possible by the new methods has materially improved tax collections and the city's credit.

What's Ahead for the City?

Changing relationships among the several levels of government--local, state and federal--induced by cooperative procedure in dealing with such emergency functions as relief, housing and the like, constitute the most important problem now facing American cities. From this "enforced acquaintanceship" may spring "a new habit and a new terminology of cooperation."

These are the opinions of Louis Brownlow, director of Public Administration Clearing House, as expressed in the Municipal Year Book 1935, a resume of the more significant events and developments in municipal administration in 1934 to be published May 1 by the International City Managers' Association.

In this ever-growing "vertical integration of administrative responsibility" which parallels the "vertical responsibilities of citizenship which none of us can escape" Mr. Brownlow finds that local governments, and particularly municipal governments, will become more rather than less important. There are those persons, he says, who "would have us believe that because the cities have more and closer relationships with the states, and new and all but unheard-of relations with the federal government, they are about to be engulfed in some new nationalized and amorphous body in which their identity will perish with their independence."

Strongly opposed to this point of view Mr. Brownlow finds rather that "if there is to be national planning for the utilization of our natural resources, it will be drafted through state planning agencies and carried into execution in detail by local governments." The same procedure will obtain when and if economic security, works and relief, and other programs become fact.

Though the cities will thus be "endowed with new responsibilities and new rights" Mr. Brownlow sees, for the immediate future "much bitterness, much recrimination, many mistakes and many failures before we find a tolerable new pattern of relationships that we can accept."

His concluding prediction is that "the future of local government will be written less and less in terms of city or school district or county; more and more in terms of city and school district and county; less and less in terms of city or state or federal government; more and more in terms of city and state and federal government."

Lightening the Real Estate Tax Burden

Substantial increases in the assessment of intangible personal property with a consequent decrease in the tax load on real estate are expected results of including in the "pink slip" repeal bill the right of tax-assessing officers to examine federal income tax returns, according to the National Association of Tax Assessing Officers. This "open door to improved tax administration," known as the Costigan amendment to H.R. 6759, gives both local and state tax administrators the right to examine federal income tax returns filed by either corporations or individuals.

"For many years," says Albert W. Noonan, associate director of the association, "assessing officers have been bitterly criticized for failure to assess personal property adequately. It has also been contended that this has been one of the principal reasons why real estate has borne an unfair tax burden. Impartial students are agreed that a large share of the blame has been misplaced, as the very nature of personal property, especially the intangible kind, and the limited facilities for discovery have made adequate assessment virtually impossible.

"The right to examine federal income tax returns, while not solving the problem, should result in a distinct improvement. If utilized to the fullest extent, this amendment should result in causing a substantial increase in the assessment of intangible personal property. The load on real estate should be lessened to a considerable degree."

It is also predicted that in those states where intangible personal property and real estate are still assessed at a uniform rate, the movements to secure adoption of classified personal property or state income tax laws will receive a great impetus.

Public Works Engineers--As Inquirers and Reporters

Letting the taxpayer know just what municipal services he gets for his money is just as important as keeping the standard of service high, and the public works engineer and official must learn to supply that data.

The importance of this research side of municipal engineering is emphasized in the Public Works Engineers' Yearbook 1935, which has just been issued by the Joint Secretariat of the American Society of Municipal Engineers and the International Association of Public Works Officials.

Since "the taxpayer rightfully wields the bosses' stick," the Yearbook points out, "he should be given frequent and thorough information on the business he is bossing." It may surprise him to learn that during one year the \$47.53 he spent (cities over 30,000) for fire and police protection, schools, recreation, roadways and streets was only \$17.43 more than the per capita expenditure for vacation touring; or that the per capita general government costs, including fire and police, were only \$12.80, about 50 cents more than what he spent on movies that year.

Many cities, however, do not at present have the proper forms for reporting such enlightening facts, it is pointed out. According to the the Committee on Uniform Street and Sanitation Records set up by the International Association of Public Works Officials, at least 90 per cent of the 300 larger cities in the country queried the past year have no means of knowing the exact costs of the public works services. Not more than 20 of these cities have a definite idea of what unit costs of street cleaning are; nor do they tabulate information on street maintenance, sewer work or other public works operation except gross expenditure figures.

If municipal public works departments would keep this information at hand, the Yearbook cites, department heads would be better able to find out where expenditures are out of line with services rendered or to bring the services up to a higher efficiency.

Centralized Purchasing in a Metropolis

New York City, which spent \$28,500,000 in 1934 for municipal supplies and rented equipment, has completed its first year of experience under the centralized purchasing system now followed by several hundred cities in the country.

The change from buying supplies from "closed specifications," partisan purchasing and "gyp vendors" to purchasing on a legitimate, competitive basis was not without its difficulties, according to the first annual report of the metropolis' centralized purchasing department, which is digested in the current issue of Public Management, journal of the International City Managers' Association. Results, however, were pronounced favorable.

Among its chief accomplishments the New York City purchasing department lists elimination of the previously existing "racket" common in the rental of equipment for work relief projects. "At the end of the year," says the report, "this work had been put on a satisfactory basis, and the threats, proffered bribes and propaganda of vendors, the political interference of vendors' friends, the manipulations and conniving of project engineers, had almost disappeared."

Another special problem centered around the NRA codes, some of which proved to be disguises for collusion and price-fixing. New York City attempted to solve this problem by favoring local or state bidders as against others and by resolving tie bids by drawing lots.

Buying supplies through a centralized city hall office is gaining additional recruits elsewhere in the country. In Chicago the purchase of materials for all park districts has recently been centralized in a new division of the purchasing department. The county home rule amendment adopted in Ohio last fall permits centralized buying for those counties approving the amendment. Among cities adopting centralized purchasing procedure in 1934 were: Racine, Wis.; Cambridge, Mass.; Irvington, N.J.; Santa Monica, Calif.; Wichita, Kans.; Ames, Ia.; and Ashland, Ky.

Lucas County, O., in which Toledo is located, measured its centralized purchasing savings by applying to purchases the current price index of the U.S. Bureau of Labor Statistics. In 1932, with no central agency, purchases cost \$22,000 more than they should have; in 1935, with centralized purchasing, the indicated saving was \$73,000.

Field Work for College Students of Government

Training prospective public administrators and political scientists will take on a more than usually thorough aspect as Colgate University next fall. According to announcement of the social science department of this eastern school, a limited number of superior third-year students specializing in the study of politics will be privileged to go to Washington, D. C. in September for a six months' on-the-spot observation of government at work.

A Colgate faculty member will supervise their studies, which will include four subjects in the science of politics regularly offered on the campus. This book-learning will be supplemented by direct contact. Students interested in political process, for example, will meet party leaders and the representatives of pressure groups and special interests, so that they may see the role played by each in the determination of public policy. Students who are working in administration will study the organization, personnel and the routine business of this branch of government. As far as possible, each student of administration will serve an "apprenticeship" in some administrative office, so that he can observe its operations at first hand. A third course--one in Latin American history--will familiarize the student with the work and facilities of the Pan-American Union, and the consulates and embassies of various Latin American countries, as well as the Library of Congress.

Although short observation trips have been made to the country's capital by university students of government before, it is believed this will be the first time that a college has undertaken to send a group of students to Washington under one of its own instructors for intensive training in government.

State Governments Provide Employment Agencies

Government-operated employment services are being recognized as a permanent necessity by the states, according to 1975 legislative action taken to provide these agencies. Public Welfare News, bulletin of the American Welfare Association, cites seven states which have enacted such laws since January.

Prior to present legislative sessions, legislatures of 19 states had accepted the provisions of the Wagner-Peyser law, federal act of 1937 which created the United States Employment Service. This federal law provides for the allocation of federal funds on a 50-50 matching basis to the affiliating state employment services, which must conform to standards specified by the U. S. Employment Service.

States may well take steps to set up this service now, the Association bulletin points out, since the unemployment insurance provision of the proposed federal economic security bill requires their acceptance of the Wagner-Peyser act.

Administration of the newly created employment services is being placed in various departments. Arizona will create a division of employment within the Board of State Institutions; Indiana designates the Governor's Commission on Unemployment for this service. South Dakota sets up a separate state employment agency and Georgia provides for a director of employment. Both Nevada and North Carolina designate the State Department of Labor as the agency; and Vermont creates a division of employment service under direction of the Commissioner of Finance.

Although the primary purpose of these public employment services is to provide a central clearing house for jobs and job seekers, according to W. Frank Persons, director of the United States Employment Service, they exist also: (1) to aid adjustments between the demand and supply of labor among different localities; (2) to help reduce seasonal unemployment; (3) to facilitate transfer of workers between different occupations and industries; (4) to maintain the morale of unemployed workers; (5) to secure information on the make-up and trends of employment; (6) to make occupational and personnel studies for the purposes of vocational guidance, training and retraining; and (7) to determine the availability of work and the willingness of the registered unemployed to work, information needed to determine continued eligibility for unemployment insurance.

In four localities--Rochester, N.Y., Philadelphia, Pa., three neighbor-cities in Minnesota and in Cincinnati, Ohio--there are "demonstration" public employment agencies which by experiment are attempting to establish the most suitable techniques for this new governmental function.

Homestead Exemption Interests Legislatures

Bills or resolutions proposing constitutional amendments exempting homesteads from taxation have been considered by at least 28 state legislatures meeting this year, according to a report on homestead exemption laws made for the American Legislators' Association by Robert M. Paige. Only two states--New Mexico and Utah--have acted favorably on these proposals. In 14 states homestead exemption has been defeated, and in 13 it is still pending.

Both of the homestead exemption measures which were passed during 1935 propose constitutional amendments which must now be ratified by the people at a popular referendum. The New Mexico measure would authorize the legislature to exempt from the property tax all homesteads up to the value of \$2,500. In Utah the exemption would apply to homesteads up to \$2,000 of their assessed value and personal property up to \$300.

States which have defeated homestead exemption bills either in committee or on the floor are: Arkansas, Colorado, Georgia, Idaho, Kansas, Montana, Nebraska, Nevada, North Dakota, Oregon, South Dakota, Washington, West Virginia and Wyoming. Iowa's legislature passed such a measure but it was vetoed by the governor. Those states in which exemption legislation still is being considered are: Alabama, California, Illinois, Massachusetts, Michigan, Minnesota, Missouri, New York, Ohio, Oklahoma, Pennsylvania, Tennessee and Texas.

Prior to 1935 homestead exemption measures had been enacted in six states. None of them, however, granted complete exemption. Florida voters approved an amendment to the state constitution in 1934 exempting the first \$5,000 of value of any homestead from both state and local property tax levies. The Florida Supreme Court, however, "has made it clear that these homes will still be liable to tax levies to retire existing indebtedness." This means that "unless or until new taxes can be devised to pay all county and municipal debt charges, homestead exemption will not be a fact."

Louisiana, in the fall of 1934, also adopted a constitutional amendment granting homestead tax exemption. Louisiana homesteads are not exempt from municipal tax levies, however, except in New Orleans, and the exemption from other taxes will be effective only insofar as replacement revenues are available in a so-called "property tax relief fund."

In Minnesota and West Virginia homesteads have recently been granted a partial tax exemption. In these states the tax rates against homestead property are somewhat lower than the rates applicable to other property.

Texas and Mississippi have exempted homesteads from state tax levies since 1933 and 1934, respectively. This is not so striking, however, comments Mr. Paige, since many state governments have discontinued levying taxes on any kind of property and derive their revenues from taxes on incomes, corporations and sales.

Modern Housing Opportunity

It is just as important for the government to assist in securing decent housing, even though some of the poorest families may not be benefited by the improvement, as it is for the government to assist in improving public health, although it may be helpless against some types of disease. This is the opinion expressed by Coleman Woodbury in a letter to the members of the National Association of Housing Officials, of which he is the executive director. When an opportunity such as that afforded by the provisions of the Emergency Relief Appropriation Act of 1935 comes along, Mr. Woodbury finds no excuse for housing authorities failing to provide "comfortable, decent housing for everyone just because it means some drastic changes in established policies."

Modern housing's chief need, Mr. Woodbury says, is the provision of rental ranges below \$20 a month. He bases this belief largely on the Financial Survey of Urban Housing made last year by the Bureau of the Census, and on reports of various local housing surveys. From the federal study he finds that 38 per cent of the tenants in five western and northern cities of more than 100,000 population and 67 per cent of the tenants in three southern cities of the same population minimum pay less than \$20 a month rent.

"Although the U.S. Census Bureau material does not yet make possible the segregation of rental figures for sub-standard housing," says Mr. Woodbury, "reports of various local housing surveys have indicated that in good-sized cities the proportion of definitely sub-standard housing varies from, say, 30 per cent to something over 60 per cent of the total housing accommodations of a city. It is certainly safe to assume that most of the sub-standard housing is in the lower rental ranges. From this it follows directly that a large proportion of the urban families now poorly housed are not able to pay rentals of more than \$20."

Mr. Woodbury points out the fact that several circumstances combine to favor the provision of modern housing under the new work-relief act at the low rentals named. These include the low interest rates, amortization over a period of 45 years and by capital grants, low material costs secured through volume purchasing by governmental agencies, lower labor costs per unit by guaranteeing building labor year-round employment at a total annual wage equivalent to the seasonal pay usually obtaining in the building industry, economy in utility construction through adequate site-planning, and the like.

Progress in State Planning

State planning is rapidly changing its emergency status for one in which it is a recognized function of state government. Where two years ago not even temporary state planning boards had been set up, permanent agencies have been established in 23 states.

In elaborating on these statements Walter H. Blucher, executive director of the American Society of Planning Officials, calls attention to "the remarkable group of six state planning statutes" which have just been enacted by the Tennessee General Assembly. These statutes include legislation on the subject of state and regional planning, county zoning through regional planning commissions, regional subdivision regulation, municipal planning, zoning and subdivision regulation.

"Perhaps the most outstanding of the Tennessee bills," says Mr. Blucher, "is the state planning bill, for, in addition to the customary provisions creating a state planning board and defining its powers, this statute authorizes the state planning board to create and define planning regions within the state and to appoint the members of these regional planning commissions. As a means of giving effect to regional planning, this statute provides that no state financial aid to roads or other public improvements shall be granted within any planning region created by the state planning board without the approval of the state planning board."

Indiana is another state which recently passed state planning legislation. It has enacted three laws, one dealing with state planning and creating a state planning board, with the customary powers, the second providing for county planning commissions and the third providing for municipal planning commissions and for municipal subdivision regulation and mapped streets.

During the current legislative year state planning legislation has also been passed in Arkansas, Colorado, Idaho, Montana, New Hampshire, New Mexico, New York, Utah and Wyoming.

Procedure
Municipal Budget Making

Three new influences have sprung up in the past year both to complicate municipal budget making and to keep the finance officer on his toes, says A.E. Buck, staff member of the Institute of Public Administration, New York City. Writing in The Municipal Year Book 1935 just issued by the International City Managers' Association, Mr. Buck names these influences as being the increased financial support from the national government for city activities, the extended supervision of local financing by state governments, and a greatly increased public interest in the expenditure of municipal funds.

As a result of these influences Mr. Buck discovers "a definite trend toward a cash basis in municipal budgeting. The balancing of the city's cash income against its cash outgo seemed to be the watchword of financial advisers." He adds that many city authorities accepted this dictum and even went a step further "by regarding appropriations as being merely authorizations to spend if and when funds actually were in hand." As an instance of this he cites the fact that the city of Duluth now provides that the city may spend no more than 80 per cent of its tax levy or 80 per cent of its miscellaneous revenues until a greater sum actually has been collected.

Popular interest in budget hearings increased considerably during 1934, Mr. Buck says, with a number of city managers reporting attendances up to 800 persons. At these hearings the manager, finance director or both were present to answer questions.

In order to enable the municipal finance officer to do a better job under the complicated conditions Mr. Buck finds, the Municipal Finance Officers' Association, through Carl Chatters, its executive director, has just issued a brochure on the subject of municipal budget making and control.

"Municipal budgets are simply work programs with dollar signs in front of them," says Mr. Chatters. "A budget is not merely a plan for spending money, it is a plan for accomplishing results, and unless some tangible results can be reasonably forecast, the chief executive will be unable to justify budget requests made by department heads to himself, the legislative body or the taxpayers."

Programs of activities, Mr. Chatters says, should be prepared by those departments for whose work no practicable or cost unit has yet been developed. "For instance," he says "the fire department should show specifically what it has done to reduce fire losses during the past three years and what plans it has for bringing about further reductions."

Municipal Refunding Bonds "Easier"

Bonds Municipal

Whether due to improved business conditions or to the plenteousness of capital looking for safe investments or to the tax-exempt character of the bonds themselves, the fact remains, according to information secured by the American Municipal Association and the United States Conference of Mayors, that municipal refunding bonds with abnormally low yields are being sold in a number of American cities.

The city of Los Angeles has recently disposed of \$2,975,000 of refunding water bonds at the lowest interest rate ever secured--3.5 per cent for \$975,000 and 3.75 per cent with a premium of \$11,050 for \$2,000,000. It is said that the nearest approach to this low was recorded a number of years ago when some miscellaneous issues were sold with no premium at an interest rate of 3.75.

Two issues were recently sold by Wichita, Kansas, at record low interest rates. An issue of approximately \$20,000 to bear $2\frac{1}{2}$ per cent interest was sold for par plus accrued interest and a premium of \$24.35 per thousand. This represents an average interest rate of around $2\frac{1}{4}$ per cent.

Having promptly met the interest on its old 6 per cent bonds, the city of Salem, Oregon, was recently able to market refunding bonds on a 3 per cent basis.

"Municipalities which wrote 'callable' provisions into their bonds are fortunate," comments Paul V. Betters, executive director of the two above-named organizations.

now
"They can/call these in and replace them with new issues at much lower interest rates.

City officials of Portland, Oregon, have been negotiating with eastern bond houses over the possibility of refunding issues totalling more than \$5,000,000, according to Mr. Betters. In the list of issues are improvement bonds aggregating more than \$4,250,000 now callable and \$500,000 in water bonds maturing September 1. Portland officials are hopeful, says Mr. Betters, of refunding on a $3\frac{1}{2}$ per cent premium basis.

Spurred by the success of Bellingham, Washington, in refunding an issue of \$256,000 at the record low effective rate of 2.694, the city of Seattle has authorized the refunding of \$3,104,000. The first issue of \$1,390,000 was to be dated May 1. Within a short time bids will be received on a \$1,044,000 issue callable June 1. A third issue will be offered to refund a \$670,000 issue which is callable July 1.

Fingerprinting for New Reasons

Criminal Identification - Fingerprinting

Fingerprinting--believe it or not, a 1300-year old Chinese custom--is almost daily finding new uses as an aid to the law-abiding citizen and a deterrent to the one who is not, according to Donald C. Stone, consultant on police, of Public Administration Service, Chicago.

Gangsters impersonating out-of-town police officers to obtain the release of their pals held for other jurisdictions are foiled by the San Francisco practice of sending fingerprints of the bona fide officers ahead by air-mail. Los Angeles now takes the prints of all suspects arrested on drunken-driving and drunk-in-auto charges, while Denver police fingerprint every person who enters the city jail, regardless of offense.

It is reported that New Jersey is considering the fingerprinting of all applicants for drivers' licenses as a means of more easily identifying them if they are accident victims.

While police make these new uses of this identification, law-abiding citizens in many cities are voluntarily recording their fingerprints for the purpose of identification in case of amnesia, aphasia or kidnaping. Since the U.S. Department of Justice suggested voluntary fingerprinting of citizens about six months ago, New York City, Rochester and Albany, N.Y. Cincinnati, O. and other cities have been building up files of their residents' fingerprints. At the request of their owners several thousand of these prints have become a part of the federal file "for personal use" in Washington.

Millbury, Mass. has set up a personal identification service for the fingerprinting of local school children, in connection with the Massachusetts Bureau of Identification move for voluntary fingerprinting of all residents of the state. Oskaloosa, Ia. a year ago instituted fingerprinting of every man, woman and child within the town's limits. Virginia and West Virginia state police accept the voluntary fingerprints of any citizen.

"Although universal fingerprinting is probably a long way off," comments Mr. Stone, "these sporadic attempts at identification records are steps in the right direction. The public is learning that the protective possibilities of fingerprinting for the law-abiding citizen have been only partially realized."

In Re I. O. Tests for Legislators

With proposals being made, flippant and otherwise, that state legislators should be given intelligence tests, the American Legislators' Association, of which Henry W. Toll, a former Colorado legislator, is the executive director, has dug up some statistical data to throw light on just what sort of person the average legislator is.

The association looks first at the figures contained in the 1930 census, and finds that 4.3 per cent of all the persons in the United States over 10 years of age cannot write in any language, regardless of whether they can read or not. This does not imply that illiteracy is prima facie evidence of a low intelligence quotient, the association points out, but it is one fact which has some bearing on the subject.

On the other hand it is a well-established fact that only one out of every 12 persons attends college, and but one in every 20 is graduated. The number of illiterates and the number of college graduates, then, is about the same. But in making a sample survey of state legislators in 16 states the association finds that 46 per cent of the members of state senates are college graduates and 11 per cent more attended college, but received no degrees. Degrees from business colleges are counted as "attending college." In the lower house of state legislatures included in this sampling 31 per cent of the members are college graduates and 11 per cent more attended. Taking both houses together it is found that 34 per cent of all state legislators are college graduates, and 11 per cent attended college.

The states included in this sampling represented the country geographically, as well as rural and urban and industrial and agricultural areas. The states studied are: Minnesota, Wisconsin, Georgia, Iowa, Maine, Nebraska, Missouri, New Hampshire, New Jersey, North Carolina, South Dakota, Vermont, California, Oregon, Michigan and New York. The combined population of these 16 states is approximately 50,000,000 persons.

The American Legislators' Association further finds that of the 7500 legislators in all the 48 states, 24 per cent are farmers and the same number are lawyers. Other professions add 5 per cent and the rest are classified as "business men, retired and miscellaneous."

Regardless of what the average man may think of the average legislator, the association points out the fact that the legislator has it on him almost 7 to 1 so far as college training is concerned.

Personnel, Public-Comp. plus

Working for the Cities

Every thousand people in cities of the United States have 9.2 public servants working for them in the city hall at an average salary of \$1,709 a year.

This fact is revealed in The Municipal Year Book, just published by the International City Managers' Association, which has completed the first known direct count of municipal employees ever made. Figures do not include employees of the schools and workers on municipal projects financed by the state and federal governments.

The number of employees shows a greater increase with the increase of the size of the city, proving the assumption, The Year Book notes, that municipal expenditures tend to increase faster than the increase in population, and that municipal government is an "industry" of increasing costs. The number of employees as per thousand persons is lowest in cities in the lower population brackets--30,000 to 100,000. Here the ratio is 7.5. It rises steadily to 10.5 in cities over 500,000.

The average salary for municipal employees shows a direct relation to the size of the city, the average for cities over 500,000 far exceeding that for the smaller cities. Higher cost of living, requirement of a greater degree of competence in certain positions, and the greater proportion of supervisory to routine positions are given as possible reasons why larger salaries obtain in the bigger cities.

The salary average of \$1,709 on municipal jobs is lower than the \$1,827 average reported for federal employees in the executive departments in 1933, but is higher than the average of \$1,417 for public school teachers in 1932. Average salaries for employees of municipal fire departments in cities over 30,000 population have been reported by the Commission of Inquiry on Public Service Personnel as \$2,324 in 1932, and for employees of municipal police departments as \$2,299, indicating that these two groups are paid a much higher wage than municipal employees as a whole.

Of the cities reporting, only 14, or 5.6 per cent, have not cut salaries at all during the five-year period since 1930. Of 233 cities which reduced expenditures for wages, 19 have made full restoration, 91 have made partial restoration, and 123 have made no restoration. The size of cuts ranged from 3 per cent for certain employees in San Francisco and Tucson, Arizona, to 50 per cent for a group of employees in Macon, Ga.

Inter-city comparisons of the number of employees is impossible, The Year Book comments, because of the obvious variety in the number and types of services performed by individual cities.

Social Security Abroad

Insurance Social - Europe

Old age pension plans and unemployment insurance measures, the concern of state legislatures and of Congress, are not an "untried experiment", according to the May issue of State Government, official magazine of the American Legislators' Association, which lists their counterparts in many European and other foreign countries.

Existing old age pensions in other countries are of two general classes, the survey shows. The non-contributory systems functioning in 12 countries put the entire expense upon the government. The contributory systems existing in 25 countries require payments into a fund by a combination of the workers, the employers and the government. Fourteen of these countries ask payments from all three; 8 require it from workers and employers; 3 from workers and state; and 3 from employers and state. Only in Russia does the "employer" alone contribute, and in this case the employer is mainly the government.

Pensionable ages range from 50 and 55 years in Chile and Greenland to 75 years in Newfoundland, the average being 65, which is the minimum prescribed in the social security bill now before the U.S. Congress. - Maximum fixed annual pensions under the non-contributory plan are at the highest--\$240--in Canada. Germany's system is the oldest, dating back to 1889.

Foreign unemployment insurance systems are broadly classified as state-subsidized voluntary plans or as compulsory plans. In general, the former systems are based upon state-subsidized trade union funds. This trade union financing is supplemented in Belgium by "employers' societies," recently established for the assistance of non-union workers, and in France by nationally-subsidized municipal funds. Benefits average about 50 per cent of the normal wage. Under compulsory unemployment insurance systems functioning in eight countries, it is usually necessary for all workers and salaried employees receiving less than a specified wage--with the exception of agricultural workers, domestic servants and public employees--to be insured. The government does not contribute to the fund in Austria, Germany, Italy or New Zealand.

In Switzerland 9 of the 25 cantons, which correspond to states in this country, have compulsory unemployment insurance, while some form of voluntary plan exists in 14 others.

bill

Provisions of the proposed unemployment insurance for this country are for state laws providing for systematic compensation and the creation of a pooled insurance fund, under the direction of state agencies, requiring contributions from employers, and permitting the requirement that employees and/or the state contribute.

Kansas Cities "Pay As They Go"

Kansas cities have materially reduced the costs of government and greatly strengthened their financial positions since the state passed its Cash Basis law in 1933, according to L. M. Barnard, director of auditing and accounting of the League of Kansas Municipalities.

Writing in the current issue of Municipal Finance, official journal of the Municipal Finance Officers' Association, Mr. Barnard says that before the enactment of the Cash Basis law, it had been the custom for many years for municipalities to spend without considering their actual income. To take care of current operating expenses they frequently issued warrants against revenue not yet actually received, a habit resulting in an ever-growing volume of interest-bearing obligations which passed on to succeeding generations of taxpayers.

The Cash Basis law provided that all municipalities should operate on a cash basis. Under this law no purchase orders may be issued or contracts awarded until cash is actually on hand to meet the obligations. The act does not prohibit the cities from issuing bonds for improvements.

Each Kansas municipality is now required to maintain a record of all purchase orders and contracts, together with the time payable, the amount, and the terms. This is an entirely new phase of accounting for the local governments, Mr. Barnard comments; previous to enactment of the law, they did not recognize obligations until the time of their actual payment.

The most conspicuous result of the law, says Mr. Barnard, is the marked reduction in governmental costs, brought about largely by the more serious consideration given to planned fiscal programs. City officials, also, have gained a more intimate knowledge of municipal affairs through the preparation of budgets and the conduct of the public's business on the pay-as-you-go basis. Maintaining a record of orders and contracts has forced upon the municipalities a strict regulation of purchases. A more prompt and more accurate distribution of taxes to the minor political divisions has also been brought about.

"The manner in which the Cash Basis law has been received by public officials and their attempts to meet fully the requirements of this restrictive legislation," comments Mr. Barnard, "have been gratifying even to the most ardent sponsors of the law. It is recognized by all classes as being basically sound and has withstood all efforts for modification or repeal."

Improving Assessing with White-Collar Works Money

Assessment methods

A good chance for communities to install up-to-date methods of assessing real and personal property is offered by the earmarking of \$300,000,000 of the four billion dollar works fund for employment of professional, technical and clerical workers, according to Albert W. Noonan, associate director of the National Association of Tax Assessing Officers.

"Taxpayers in communities where obsolete assessing practices still prevail are coming to insist that assessing authorities substitute standards for caprice and system for guess work", says Mr. Noonan. "While the law generally requires nothing more than that the assessor shall use his best and impartial judgment in determining assessed valuation, any community's interest would be better served if the modern aids to good assessment work, such as card records, land value maps, unit appraisals, and so on, were used. Without these aids it is virtually impossible to attain assessment equalization".

Most assessing officers are as desirous of installing modern systems in their offices as taxpayers are, he adds, but heretofore the expense involved has been a discouraging factor. Because the installation of a modern system of appraising property meets all of the tests prescribed for work relief projects under the new set-up, Mr. Noonan says it is believed that this type of project will be strongly encouraged.

Communities in need of a good assessment system should make plans to take advantage of this opportunity to install one, Mr. Noonan points out. The operations program in connection with such installations may include the construction of tax maps, land value maps, building classification and cost schedules, the detailed inventory of land and buildings, a thorough check for omitted or improperly assessed properties and a good record-keeping system.

Joint Conference on Planning - *Conference*

Four organizations concerned in the planning of land and the use of resources in the United States will join in a conference at Cincinnati, Ohio, May 20, 21 and 22, to discuss "What City, Regional, State and National Planning Can Do for the Future of America."

The participating organizations, which are coming together for their first joint meeting, are the American Society of Planning Officials, the American City Planning Institute, the National Conference on City Planning and the American Civic Association. Members of these groups are connected with the planning movements of cities, regions, states and nation.

The joint conference is especially timely, says Walter H. Blucher, executive director of the American Society of Planning Officials, in view of the new public works appropriation. The conference will devote a part of its sessions to study of the possibilities of planning and survey projects as a means of employing white-collar workers, for whom \$300,000,000 is available.

Another important concern, according to Mr. Blucher, will be the relation of housing and planning.

"Since the federal government has indicated that housing will probably be the first part of the four-billion dollar program to get under way," he comments, "city planners especially will need to be ready to work out their low-cost housing programs, for unless general layout and site planning are carefully arranged, housing projects may be failures."

Several sessions of the conference will be devoted to the social and economic aspects of planning, Prof. Edwin S. Burdell, of Massachusetts Institute of Technology, discussing the share of the sociologist in planning, and Dr. William Haber, of Michigan State College, talking on social and economic factors.

Among other leaders at the conference will be: Frederic A. Delano, vice-chairman of the National Resources Board, who is president of the American Civic Association; Alfred Bettman, president of the American Society of Planning Officials, and of the National Conference on City Planning, and Louis Brownlow, director of Public Administration Clearing House.

American Public Welfare Association to Hold Annual Meeting

Mrs. Franklin D. Roosevelt will preside at one of the sessions at the annual meeting of the American Public Welfare Association to be held in Montreal, Canada, June 7 and 8. At this session, which will be a dinner meeting June 8, the principal speaker will be Harry L. Hopkins, administrator of the Federal Emergency Relief Administration, and the subject he will discuss will be "Recovery and Reform." Another federal government executive who will speak at the annual meeting, though at the first session, is Edwin E. Witte, director of the National Committee on Economic Security, who will outline the government's program of economic and social security legislation.

The first session, the morning of June 7, will be devoted to a discussion of social security programs, with emphasis on the federal government's program, and will be presided over by Fred K. Hoehler, president of the association. At the afternoon session, with A. W. Laver, commissioner of the Toronto Department of Public Welfare presiding, Simeon E. Leland, professor of economics at the University of Chicago, will have as a subject: "Social Security, How Are We Going to Pay for It?"

The evening meeting June 7 will be concerned with the "Changing Relationships of Federal, State and Local Governments." Charles E. Merriam, chairman of the department of political science of the University of Chicago, and Luther Gulick, director of the Institute of Public Administration, New York, will be the chief speakers, and Louis Brownlow, director of the Public Administration Clearing House, Chicago, will preside.

A general discussion of welfare legislation and administration will occupy the morning of June 8. Speakers at this session will include Miss Lavinia Engle, Montgomery County (Maryland) Public Welfare Board; Miss Gay B. Shepperson, FERA administrator of Georgia; John G. Stutz, executive director of the Kansas Emergency Relief Committee; Mr. Laver; Robert H. Hinckley, western field representative of the FERA; and David C. Adie, commissioner of the New York State Department of Social Welfare.

(MORE)

"Expanding Frontiers of Crime" will be the theme of the afternoon session, with Leonarde Keeler, Northwestern University scientific crime laboratory; F. Lovell Bixby, assistant director, Bureau of Prisons of the Department of Justice; and Justin Miller, special assistant attorney-general, Department of Justice, as the chief speakers. The afternoon conference will close with group meetings on welfare and relief problems.

The American Public Welfare Association, founded in 1930 by a small group of public welfare officials, was the first national organization of those engaged in public-welfare administration. It now has more than 3,000 members. Frank Bane, the executive director of the association, is a former director of public welfare of Knoxville, Tenn., and former commissioner of public welfare of Virginia. He was a member of the President's Emergency Employment Committee in 1930 and 1931.

The association maintains a field staff whose members are in personal contact with public welfare workers in all parts of the country. Among the chief objectives of the association, as pointed out by Mr. Bane, are to secure a more general appreciation of public welfare as a technical function of government and to improve public welfare administration. Since its inception the association has assisted the federal government, practically all the state governments and many cities in the making of surveys, in the formulation of welfare programs and administrative policies and the organization and staffing of welfare and relief machinery.

Tax-Limitation Experience in Ohio

Imposition of a 10-mill tax limitation on Ohio local governmental units is proving such a boomerang that debt limits set in the Uniform Bond Act of 1925 are being lifted and new financial measures are being considered to assure normal budgetary requirements. The difficulties have been increased by the failure of receipts from the 3 per cent sales tax to equal anticipated revenue. Furthermore, the schools get the first 60% of the sales tax, the balance being distributed to other units by a county board, leaving the cities in a very inferior position.

These are conclusions reached by S. J. Barrick, executive secretary of the Ohio League of Municipalities, writing in the current issue of Municipal Finance. Mr. Barrick says that the 10-mill limitation is estimated to have reduced the revenue of local units of government approximately \$40,000,000, although the average outlay by the public in sales taxes is considerably more than the saving from the limitation.

The 10-mill property tax limit, voted on taxes in 1933 after a 15-mill limit had been in effect for twenty years, is only now affecting tax levies. Anticipated shortage of revenue for schools, libraries and municipal operations has brought demands for additional voted levies, deficiency and refunding bond issues. Mr. Barrick notes that:

1. Current school expense issues requiring a majority vote were submitted by 822 school districts and adopted by about 65 per cent. About 25 per cent of the voted levies for other than school purposes were adopted, the issues voted upon for special purposes such as street lighting, street cleaning and rubbish removal receiving the highest percentage of approval.

2. So heavy were the restrictions imposed by the requirement of a 65 per cent affirmative vote for current operating expense levies beyond the 10-mill limit that a bill was passed by the legislature in February of this year permitting additional current operating expense levies for 1935, with approval of a majority of voters. Twenty-one such proposals have been submitted.

3. Deficiency bonds carried in five of seven cities authorized by the State Tax Commission in 1934 to submit such proposals. When the present legislature authorized a similar move this year, three cities took advantage of it.

4. Debt limits set in the Uniform Bond Act of 1925, which sought to control the increasing debt and to limit the purposes for which bonds might be issued, have been lifted, to permit issuance of public works bonds for PWA projects.

Two proposals to lighten the finance horizon were made to the legislature just before its recent recess: (1) a two-year moratorium on the payment of bond maturities to release revenues for operating purposes and (2) a minimum school levy of three mills.

Indiana, Michigan, New Mexico, Oklahoma, Washington and West Virginia are other states which have overall limits on property tax rates.

Recommended to Speed Justice in New York

(Circular stamp)

The first systematic revision of the New York Code of Criminal Procedure since its adoption in 1854 is being undertaken by a special commission appointed by the Commission on the Administration of Justice.

According to the Police Chiefs' News Letter, official bulletin of the International Association of Chiefs of Police, the draft for the chapter of the code dealing with arrest has been presented for further study to the legislature, the bench, the bar, prosecuting officers, the police and other interested parties.

Police should be especially interested, the News Letter comments, in the following recommendations:

1. That a police officer need not have physical possession of the warrant at the time of making an arrest.
2. That in all cases of arrest in the country where the crime is committed, the person to be arrested shall be brought before the issuing magistrate, or the nearest or most accessible magistrate in the same county. (This substitutes the county for the town as the unit of a magistrate's jurisdiction.)
3. That a magistrate of one county, upon complaint of a felony or misdemeanor committed in another county by a person within his jurisdiction may issue a warrant requiring that the person complained against shall be taken before a designated magistrate of the county in which the crime was committed (or if he is absent or unable to act, before the nearest or most accessible magistrate in that county).
4. That the warrant of any magistrate can be directed to and executed by any peace officer in any county of the state. (The present limitations, it is noted, are "almost directly descended from the Common Law of England where a warrant of a judge of the Court of Kings Bench extended throughout the entire kingdom, but a warrant issued by a justice of the peace was limited to the confines of his county unless and until it was endorsed by a magistrate of the asylum county.")
5. That the power of an arresting officer be enlarged to permit an arrest for a felony not committed in his presence if it has in fact been committed--that is, if he has reasonable ground to believe that the person arrested has committed it. (The proposed change still protects all private rights.)

Short Term Loans for Cities at Lower Interest

Bonds Municipal

Many municipalities are paying excessive rates of interest on their short term loans. They may frequently avoid this by making their notes or warrants attractive for investors and by advertising a public sale.

Carl H. Chatters, executive director, Municipal Finance Officers' Association, makes these statements in the current Municipal Finance News Letter, bulletin of the organization. He bases his conclusion on the comparison of interest rates on short term borrowings by various cities of the country.

New England cities, he points out, generally are borrowing at rates of less than one per cent per year. Other cities that make an attractive issue and advertise have cut interest costs from 5 or 6 per cent to 2 or 3 per cent. Detroit, which in 1933 was several million dollars in default, has arranged to sell over seven million dollars' worth of tax anticipation notes to a group of Detroit banks on a $1\frac{1}{2}$ per cent basis, the notes maturing on August 5, 1935. Many other cities that made sacrifices to meet their obligations promptly are paying far higher rates of interest on short term loans than Detroit and other communities that engaged in forced refunding of bonds.

"There is a demand in the financial centers for short term loans," says Mr. Chatters. "Bond dealers and banks in the large cities should be asked to quote on such loans.."

Rates on short term borrowings by cities sampled over the country show that: Worcester, Mass. on April 15 borrowed \$400,000 for 7 months at .327 per cent; Somerville, Mass. borrowed \$500,000 for 10 months at .58 per cent; New London, Conn., \$200,000 for 7 months at .59 per cent; Charlotte, N. C. \$205,000 for 90 days, at $1\frac{5}{8}$ per cent; Wyandotte, Mich., \$28,000 for one year and \$20,000 for two years, at 1.72 per cent; and Roanoke, Va., \$100,000 for one month, at 3 per cent. Many cities, on the other hand, are paying 5 and 6 per cent interest on their short term borrowings. Recently a well administered southern city reported that it was paying 7 per cent on one-year loans.

How States Prescribe Local Government

What forms of government do states prescribe for cities?

The road to an answer to this question is full of pitfalls, according to The Municipal Year Book, 1935, just published by the International City Managers' Association. However, the Year Book points out, state codes in some instances have made it possible to indicate certain major groups. Most sharply defined are the six New England states with their town meetings and boards of selectmen "tempered by a few optional provisions for the manager plan." In all these states but Massachusetts "small attention is paid to city laws and cities themselves operate under special charters."

Another group is distinguished by constitutional home-rule provisions. In this group are seventeen states, though the home-rule provisions vary as between states and in at least one no enabling act has ever been passed to validate the constitutional provision.

"Well-defined optional charter provisions" says The Year Book, "exist in twelve states." In these, almost all cities are given option as to the three major forms of local government: mayor-council, commission, and council-manager.

More than one-half of the cities over 10,000 population operate under the mayor-council plan, while approximately equal proportions are commission and council-manager cities.

Relatively little leeway, it is found, is given municipalities in Alabama (with practically no allowance for the manager form), Indiana (which has at present only mayor-council government), Mississippi, Pennsylvania and Washington (cities below 20,000 population). A final group of states--in the East and Southeast--govern municipalities "almost entirely by special charters, frequently with hodge-podge results."

It is further found that in about 40 states the constitution prohibits special or local legislation incorporating municipalities or amending their charters, requires incorporation under general laws, or "provides both safeguards against special legislation."

College Training for Policemen

On the theory that it is as valuable to train policemen before they are put in charge of the public safety as it is afterwards, San Jose State College, in San Jose, California, has established a permanent two-year course in police education.

The school, the only one of its kind in this country where a complete two-year course in pre-employment police training is given, is the outgrowth of five years' experimentation. On the faculty are trained men from nearby police departments, attorneys, and regular police department members, teaching technical courses which are applicable to police work.

William A. Wiltberger, a former chief of police and police consultant, heads the school. The San Jose chief of police and the superintendent of the state identification bureau are among the instructors.

Students at the police school must meet a high standard of physical health and mental ability and submit to a careful character investigation. The course is not open to women unless they have unusual qualifications and plan to enter the police field as a life work.

According to Mr. Wiltberger, "the emphasis is thrown upon the pre-employment education of policemen, and the attempt is made to develop the same professional standards as those found in the teaching and legal professions."

Among courses scheduled for next year are instruction in gunnery, criminal investigation, court procedure, traffic management and crime prevention.

This year thirty students from various sections of California registered in the school.

Some attention is being given to police training in a number of other universities. Ohio State University and the University of Kentucky have conducted short police training courses within the past year. Northwestern University, at Evanston, Ill., conducts a traffic school each year in cooperation with the local police department. The University of Southern California offers courses for police through its civic center division.

Training for Public Service

The time is not far off "when it will be as bad politics for a politician to degrade the public service through spoils and patronage as it is now dangerous for him to meddle openly with the public schools," says Luther Gulick, director of the Institute of Public Administration, in an editorial on "Training for Public Service" in the current issue of Public Management, published by the International City Managers' Association. Mr. Gulick believes that "communities where such practices are tolerated will be ashamed of themselves -- they may even forfeit the right of local self-government."

The result of this situation, he continues, may be a definite end of spoils as "the normal expectancy, and the development of career personnel, together with the appropriate training for public service."

Since universities, colleges, professional schools, associations of public officials, civil servants and newspapers, according to Mr. Gulick, are all excited over the training of young men and women for public service, they should not be blinded by enthusiasm to the basic requirements in that training. He cites four fundamental facts which should be kept in mind:

First: no amount of training can alter materially a man's individual capacities or his personality.

Second: preparatory training at educational institutions should not be so specialized that the student will find his time wasted if he cannot secure employment in the particular field. In other words, says Mr. Gulick, "Don't drive the school bus down a dead-end street."

Third: there are distinct limits beyond which "honest pedagogy cannot go in training for public service." This means that those who teach "must not go too far, must use the project method, must have instructors who know the field"; while the government who employs "must go far enough, must recognize that the first years of service are the most important part of the curriculum of training for the public service."

Fourth: "in every field the final worth of a man depends upon his elasticity." Mr. Gulick finds this especially true of the higher posts in the public service. "Academic training for such posts," he concludes, "should therefore be broad and general; not specialized and narrowing. Government needs men who will grow without swelling' -- not men who know a few useful tricks."

State Councils for Interstate Counsel

Following the trail-breaking of New Jersey and Colorado, two more states--North Carolina and Nebraska--have shown interest in promoting more effective and harmonious interstate relations by establishing Commissions on Interstate Co-operation. This action, it is pointed out, strengthens materially the work initiated by the Council of State Governments.

As announced in State Government, official magazine of the American Legislators' Association, which sponsors the Council of State Governments, both North Carolina and Nebraska legislatures created their commissions in April.

In March New Jersey formed the first commission, "whose function it shall be to perfect the participation of the State in the Council of State Governments for the purpose of establishing and maintaining governmental machinery to facilitate communication, negotiation, understanding and cooperation between the State of New Jersey and the other States of the Union, both regionally and nationally." This commission's first task is to recommend action on a five-state crime control plan recently projected. Development of consistent regulation of commercial interstate trucking and adjustment of conflicting taxation are two other problems regarded as pressing.

Colorado has taken similar action to set up one of these commissions which are composed of five members of the house, five members of the senate and five state officials appointed by the governor. Problems of Colorado include vehicle regulation and water rights decisions, as well as those common to other states, such as crime prevention and liquor control.

Among the problems bothering Nebraska and her neighbors is a dispute with Wyoming regarding priority in the use of the waters of the North Platte River, now in the hands of the Supreme Court. A Commission on Interstate Co-operation might have prevented this lawsuit, it is pointed out.

Legislators and officials of North Carolina have a number of problems to present to its new Commission on Interstate Co-operation. Dissimilar sales and income taxes in North and South Carolina, for example, have made avoidance easy. Regulation of liquor traffic likewise is a problem in the southern states.

Increasing Tax Collections

Installment payments, graduated discount rates, rigid enforcement of delinquency penalties and other measures designed to coax the recalcitrant tax dollar from its hiding place are proving successful in a number of cities, according to the current issue of the U.S. Municipal News, published jointly by the U.S. Conference of Mayors and the American Municipal Association.

San Antonio, Texas, has a plan under which a discount of three per cent is allowed on taxes paid between April 1 and 15. Between April 16 and May 1 a two per cent discount is allowed; and from May 2 to 15, one per cent. After that the taxes must be paid in full. At the end of the three per cent discount period collections amounted to approximately \$2,200,000, according to the News, as against \$600,000 for the same date in 1934.

Installment payment of taxes is becoming increasingly popular. Lump-sum payments, it is pointed out, hark back to the time when all commercial obligations were payable the first of each year, or, in some agricultural areas, when crops had been harvested. Monthly tax payments, therefore, simply follow the more modern practice current in business circles. Kalamazoo, Mich., is one of the most recent converts to the monthly payment plan, the voters having decided the question themselves through the acceptance of a charter amendment.

Rigid enforcement of tax delinquency penalties has increased collections in many cities. "Waivers of penalty and interest on delinquent taxes," says the News, "... result only in a temporary stimulus to payments. They favor the delinquent at the expense of the prompt taxpayer. One waiver leads to another, setting up a vicious circle which may lead to no one paying his taxes on time."

Rochester reports first-quarter collections this year \$1,286,223.44 above last year; Dallas, Texas, with a budget estimate for the entire year of \$5,790,000, has already collected \$5,900,000. Ten policemen assigned to the office of the Milwaukee city treasurer collected \$12,629 in delinquent personal property taxes in two weeks.

Two More States Adopt Rural Zoning

Adoption of county zoning acts by Tennessee and Michigan in the 1935 legislative sessions brings the total number of states regulating the use of rural land to four, according to the May issue of the American Society of Planning Officials' News Letter. The other two states are Wisconsin and California.

Michigan's new act is a revision of a former township zoning law. The unusual feature, according to the News Letter, is that the state planning commission is to assist county and regional planning committees to formulate the tentative zone map and zoning ordinance for submission to the county board of supervisors. County boards of supervisors in Michigan are given the right of zoning regulation in counties where the people vote to be "zoned." They decide what land is to be used for trade, for residence, recreation, agriculture, forestry, and for conservation of soil and water supply. The boards may also limit and restrict the maximum number of families which may be housed in dwellings built hereafter.

Tennessee's 1935 legislature passed a county zoning law in connection with six other statutes relating to land use planning.

Although zoning regulations have been in force in some cities for twenty years or more, laws covering the use of land in rural areas are of fairly recent origin.

Wisconsin's land-use policy has been subscribed to by over one-fourth of the counties. Counties of this state are zoned for three land uses--agriculture, forestry and recreation. Nine counties zone for all three purposes and nine set aside the forest district and the unrestricted district only. Ten California counties have adopted urban types of zoning ordinances.

Counties in a number of other states--Georgia, Illinois, Maryland, Mississippi and Virginia--have now and then been given special authorization to zone, but primarily with reference to suburban and roadside development. Ordinances to control suburban development have been enacted also by many small municipalities to cover rural territory, notably in New England and in New York, New Jersey and Pennsylvania.

Among states which have considered or are considering legislation enabling thorough rural zoning are Minnesota, Washington, New Hampshire, Arkansas and Mississippi.

The City Manager as a Career Man

City managers are keeping their jobs longer. According to City Managers' News Letter, published by the International City Managers' Association, during the first ten months of the present fiscal year there were only 43 city manager appointments. The corresponding figure for the previous year was 60, indicating a 28 per cent decrease.

The average length of service of 422 city managers holding office at the end of 1934 was five years and nine months, which represents an increase of two years and five months over the average at the end of 1925. A comparison with previous periods shows that the percentage of city managers with a total service of three years or more increased from 48 per cent in 1925, to 61 per cent in 1930, and to 67 per cent in 1934.

Encouraging signs that the city manager profession is becoming more "professionalized" are noted by the International City Managers' Association. Of seventy-nine city manager appointments made in 1934, fifty, or 63 per cent, had previously held some public position and thirty-five of them were appointed directly from the public service. Twenty-two appointments represented local promotions from the administrative staff of the city, while seven men were drawn from city halls in other jurisdictions. Local promotions to city manager were received by six city clerks, four city engineers, three water works superintendents, by a city auditor, a health officer, a tax collector, a superintendent of maintenance, a police chief, a refuse collector, a port commissioner, a mayor and a councilman.

Twenty-five managers appointed in 1934 were out-of-town men. This amounted to 32 per cent of all appointments, as compared with 17 per cent in 1933, 28 per cent in 1932, 41 per cent in 1931 and 44 per cent in 1930. Five of the ten cities and counties which appointed their first managers in 1934 went outside the city, three of them selecting experienced city managers. Promotions from one city to another and the appointment of former managers to new positions indicate that at the end of 1934, 86 managers were serving in their second, third, fourth, fifth or seventh cities, as compared with 78 in 1933 and 79 in 1932.

News Bulletin of
PUBLIC ADMINISTRATION CLEARING HOUSE
850 East 58th Street, Chicago, Illinois

Release Upon Receipt

TO EDITOR: This story was released through the Chicago news bureaus and press wire services on May 11. Because the subject is so important we include the release in this news bulletin, since some newspapers may not have received the full dispatch.

Chicago, May --Modification of the work-relief principle as employed by CWA, with changes in conditions for prosecuting projects, is the most practicable immediate plan for attaining the objective of the Emergency Relief Appropriation Act of 1935 if that objective is, primarily, immediate employment of as many persons as possible. This is the belief of the joint administrative board of the American Society of Municipal Engineers and the International Association of Public Works Officials as contained in a statement issued here through Donald C. Stone, executive director.

Included in the modifications which the board recommends are: that "in the formulation of the works program local self government should be preserved" by leaving initiation and construction of local improvement to the localities with federal guidance and coordination; and that contracts, probably of a management type, should be used, particularly on large projects where the work would normally be done by contract and if the time-lag "often incident to contract procedure is materially reduced." Use of a modified work-relief procedure for certain phases of the program, it is pointed out, "would provide speed and flexibility and serve as a balance wheel in producing maximum work for employables on relief at normal occupations."

Emphasis is placed by the board on the fact that neither the normal employment of men in engineering construction nor their current wage levels should be disturbed by the prosecution of projects under the federal works bill. "Little would be gained," it points out, "if governments should discontinue operations now employing a considerable quantity of labor and then resume essentially those same operations with new men drawn from the relief rolls."

In summarizing its recommendations as to how the works bill should be administered, the board urges that a geographical allocation of funds be made on the basis of the number of employables on relief rolls and the availability of

(MORE)

suitable works projects in the various areas. It also believes that wages should be adjusted to levels which local conditions prescribe and that the final determination of total allocations "should depend upon the ability of federal, state and local governments to provide projects in each locality which meet such tests of eligibility as may be prescribed by the federal works agency." The board also adds that in each locality some machinery is needed to determine which sponsored projects deserve priority.

The board foresees some difficulty in relating projects to proximity of relief-roll employables, "since a large share of the funds are already directed toward work in rural areas."

Though the loan formula is found applicable to natural self-liquidating projects such as water, electric and gas plants and wharves, markets and other public facilities for which it is desirable that a service charge be made, it is also found that little reliance can be placed upon making projects self-liquidating through the present type of formula employed by the Public Works Administration. The reason for this, the board points out, is that not only do very few state and local governments possess borrowing ability, but "if unemployment is a national calamity caused by nation-wide economic distress, its remedy must also be national." State and local governments may assist in the program, it is pointed out, by contributing as much of current revenues as are available for such use, by furnishing engineering and administrative service, by preparing plans for the execution of projects and by providing available plant and equipment.

Other recommendations of the board are:

1. That self-liquidating projects should be encouraged and financed through loans and grants.
2. That projects should be given preference in order of social and economic value, their possible speed of execution and the extent to which they can utilize employables on relief at their normal occupations, without reference to which

unit of government sponsors the projects.

3. That so far as possible the principle of local determination of projects should be preserved.

4. That a central works authority should be set up to administer the present emergency program; and that large urban governments, where the bulk of the work would necessarily be done, be given a special status and dealt with directly from Washington.

5. That state and local governmental officers should be designated as federal officers wherever feasible instead of setting up duplicating organizations; and that the work of coordinating the works part of the program and the approval and control of projects should be decentralized in the states and localities, only "exceptional projects being submitted to Washington for approval."

The board also urges the selection of administrative employees solely on the basis of qualification; supervision of projects by government units normally responsible for the type of project being built; and the establishment of a permanent U.S. department of public works.

The International Association of Public Works Officials and the American Society of Municipal Engineers have been in touch with approximately 6,000 state and local officials and engineers, encouraging them to formulate "sound and useful projects" for the new program. The board points out that "many of these projects have been designed in relation to findings of national, state and local planning boards, and represent, on the whole, most desirable projects from every point of view." The board recommends that the terms of the national program be so formulated as to include these projects.

The joint administrative board is composed of William J. Galligan, Chicago, chairman; Thomas Buckley, Philadelphia, vice-chairman; and Guy Brown, St. Louis; Harrison P. Eddy, Jr., Boston; Mark B. Owen, Dearborn, Mich.; Charles M. Reppert, Pittsburgh; J. Eugene Root, Cincinnati; Alfred E. Roche, Troy, N.Y.; and Donald C. Stone, Chicago.

The following is a list of the names of the persons who have been appointed to the various positions in the Department of the Interior, and who have been sworn in as such.

John A. Smith, Secretary of the Department of the Interior.

William H. Smith, Assistant Secretary of the Department of the Interior.

John A. Smith, Secretary of the Department of the Interior.

William H. Smith, Assistant Secretary of the Department of the Interior.

John A. Smith, Secretary of the Department of the Interior.

William H. Smith, Assistant Secretary of the Department of the Interior.

John A. Smith, Secretary of the Department of the Interior.

EDITOR: Watch wire service for possible add on this story, same date.

Tax Revision Council Formed

New hope for ironing out tax conflicts of the country is offered in the Tax Revision Council, organization of which was announced today by Henry W. Toll, executive director of the Council of State Governments. Eight federal officials, eight state officials and eight city and county officials compose the Council, which will study problems of multiple tax levies by competing units of government. The federal representation is headed by Henry Morgenthau, Jr., Secretary of the Treasury, Senator Pat Harrison, Chairman of the Finance Committee of the United States Senate, and Congressman Robert L. Doughton, Chairman of the Committee on Ways and Means of the United States House of Representatives.

The initial meeting of the Council will be held in Washington, D. C. on June 6, 7, and 8.

Tax conflicts have been recognized as a problem for half a century, and numerous individuals and organizations have emphasized the need for their elimination. As a result of the increasing complexity of business affairs, and by reason of the acute financial situation which has followed in the wake of the depression, Mr. Toll points out, conflicting taxation has become so pressing that it is now regarded by many well-informed persons as the most important problem before the American people.

Within the past four years several congressional committees have been appointed to investigate duplicate tax levies. The Interstate Commission on Conflicting Taxation, operating under sponsorship of the Council of State Governments, has made surveys of the field. Last December President Roosevelt directed the Secretary of the Treasury to investigate the federal, state, and local tax systems with a view to harmonizing the tax structure of the country. This investigation, it is pointed out, will reinforce the objectives of the Tax Revision Council, since those who have been directing the study are now members of the Council itself.

(MORE)

Add Tax Revision Council

One of the basic problems for the Tax Revision Council to solve, says, Mr. Toll, is determining which levels of government are able to collect particular taxes most effectively. It will also be necessary to decide which levels of government should have the revenues produced by each kind of tax. In the case of the gasoline tax, for example, the federal government might conceivably be the best unit to collect the tax, even though all or most of the revenues were distributed for expenditure by the states.

In addition to Secretary Morgenthau, Senator Harrison and Congressman Doughton, federal officials on the Council include Herman Oliphant, General Counsel of the Treasury Department, George C. Haas, Director of Research and Statistics of the Department, Senator William H. King, Congressman Fred M. Vinson and Chief of Staff Lovell H. Parker.

State officials include Seabury C. Mastick, chairman of the Interstate Commission on Conflicting Taxation and chairman of the New York State Commission for Revision of the Tax Laws; Mark Graves, president of the New York State Tax Commission; Henry F. Long, commissioner of corporations and taxation of Massachusetts and president of the National Tax Association; William B. Belknap, state representative of Kentucky and president of the American Legislators' Association; George Woodward, state senator of Pennsylvania; C. H. Morrissett, state tax commissioner of Virginia; George F. Yantis, state representative of Washington; and Henry W. Toll.

The eight local officials are: Leonard S. Leavy, controller of the City and County of San Francisco, representing the United States Conference of Mayors; Mayor Daniel W. Hoan of Milwaukee, representing the American Municipal Association; C.A. Dykstra, city manager of Cincinnati, representing the International City Managers' Association; Kenneth McCarron, chairman of the Detroit Board of Assessors, for the National Association of Tax Assessing Officers; Charles F. Fox, city auditor of Boston, for the Municipal Finance Officers' Association; Guy Boyington, county judge of Astoria, Ore., J. K. Warkentin, county clerk of Marion County, Kans., and Judge Otis Miller, district judge of Anson, Tex., representing rural government.

The Second Interstate Assembly authorized establishment of the Tax Revision Council in March, 1935, when it adopted resolutions concerning tax conflicts. These urged that the federal government retire from the field of motor fuel taxation not later than June 30, 1935; that state and local governments refrain from imposing heavy taxes on beer except for regulatory purposes; that no additional tobacco taxes be adopted by the states for revenue purposes; and that electric energy taxes be reserved for the exclusive use of the states. Other resolutions proposed elimination of various tax exemptions, better coordination of federal and state taxes on incomes, and improved administration of sales taxes.

* * * * *

Planning Programs Necessary to Housing Programs

Close tie-up between housing and land-use planning is urged in a resolution passed at the Conference on City, Regional, State and National Planning, held recently in Cincinnati (May 20-22), representing opinion of the National Conference on City Planning, the American Society of Planning Officials, the American Civic Association and the American City Planning Institute.

The reason? According to the resolution: "Housing which is socially adequate and economically justifiable depends not alone upon satisfactory project design but upon competent neighborhood planning and the sound relation of the project to comprehensive considerations of land utilization, population distribution and the desirable structure of the community."

Projects which do not take these factors into account, it continues, are not likely to succeed in accomplishing the objectives of the housing program of the federal government. Instead, they are in danger of perpetuating "in an initially pleasanter guise, some of the unsound features which have produced slums and decadent areas in American cities."

To safeguard the housing program, the Conference suggests that the federal organizations dealing with housing make more adequate provision for accomplishing housing projects with proper attention to planning principles, and offers services of its participating organizations for this purpose.

If housing proceeds in close relationship with planning, comments Walter H. Blucher, executive director of the American Society of Planning Officials, these are among principles which will be followed: That every slum area is not necessarily an area to be rebuilt with new types of housing; that every blighted area should not of necessity be developed for housing purposes; that cheap land alone will not serve as the only basis for a housing program; that high rates of juvenile delinquency, homicides and tuberculosis deaths do not prove that an area should necessarily be rebuilt with housing; that there can be no suitable housing program in any community without first having a "land pattern" or "plan" for the community.

"If it is claimed that a city's housing program cannot wait for a city plan," he adds, "the answer is that a so-called comprehensive plan is not necessary. With a properly equipped and directed planning organization, all the information needed--on tax delinquency, assessed valuations, schools, transportation, industries, population shifts, etc.--can be obtained in a reasonable length of time. It would be much better to delay housing projects a few months than to gamble on constructing buildings in inappropriate places."

Against Water Waste

Water supply

Cities need to become water-planning conscious within the near future if they are going to conserve their water resources to the best ends.

Thorndike Saville, New York University professor of hydraulic and sanitary engineering, offers this advice in the current issue of Public Management, magazine of the International City Managers' Association.

The uses of water essential to the health, welfare, and activities of man are constantly widening, Professor Saville points out. In any given locality one or more of the uses is likely to conflict with another. Whenever the point is reached where no surplus water exists sufficient for all of the desired uses, there must be some way of designating which use comes first.

To plan for use and control, even in limited local areas, however, requires factual data of a scientific nature, he comments. An inventory of the water resources comes first, before there can be adequate planning for the most beneficial use and control. In addition, planning for water uses cannot be removed from planning for land use.

In this respect, Professor Saville says, "no community can live unto itself alone. There are too many demands pressing upon our limited water resources to permit any of us to concern ourselves longer with purely local aspects of water use. Municipal officials and municipal activities should be geared into a flexible and well-considered program of planning for water use and control."

Professor Saville cites the reports of the Mississippi Valley Committee and of the Water Resources Section of the National Resources Board as the first steps in "directive" planning of water use policy, and suggests that establishment of a "National Advisory Water Planning Committee" would make available to state and municipal authorities a needed single source of advice and information on water resources problems.

Getting the Facts on Local and State Governments

Suggestion that state league groups or governmental research bureaus utilize white-collar work relief to make surveys of state reporting of municipal statistics is made by the Municipal Finance Officers' Association, Chicago, in a bulletin issued recently.

From its own experience of making such surveys in two states, the Association, through A.M. Hillhouse, research director, announces conclusions among which are the following:

1. Much important statistical material is now gathered by state departments, but not published and therefore not readily available.
2. Some private agencies gather data which would be useful to state and local administrators, if made available to them.
3. In every state there are numbers of private or quasi-public agencies making special, but sporadic, compilations, which should be part of regular state reporting.
4. The worst reported of municipal financial statistics are those upon state aid, state-collected locally shared taxes, and locally collected state-shared taxes.
5. The greatest gap in state reporting is the almost complete absence of activity data upon local governments. To know what services the various local units are rendering is as important as knowledge of how much money they receive and spend.
6. In some states, facts on expenditure for local governments are completely lacking, or are very poorly reported. With both expenditure and activity data missing, comparative analyses of local government on a state-wide basis are impossible.
7. There is need for more comparative summaries of governmental statistics, both by individual units, and by layers of government.
8. There is need in every state for a central agency to which the federal government can turn for all governmental statistics. Federal agencies ought to secure data "en masse" from state capitols, and should not have to send out questionnaires and field agents to individual local units.

Location of such a coordinating agency, it is recommended, would depend in each state upon the particular "set-up" of the state government. It might be with a central statistical bureau, or legislative reference bureau, an executive council, state planning board, ^{tax} commission, or a budget bureau. It is also suggested that the co-ordinating agency should publish annually a Municipal Year Book and a State Year Book, or a combined volume, to integrate the information gathered by the several state departments and agencies.

"The key to adequate reporting lies in the hands of state governments," Mr. Hillhouse points out. "No matter how uniform we make our annual city reports, city reporting can never meet the maximum needs for comparative data on a state-wide basis. The task is too big for the Federal government alone. Federal reporting should concentrate on comparative summaries between states and on statistical information upon the larger units of local government. The job of seeing to it that state reporting is put on a sound basis rests with the wide-awake state officials, aggressive state leagues, research bureaus, or other organizations within individual states."

Mutual Aid for Fire Protection

Mutual aid for fire protection among cities too small to be able to afford adequate individual equipment is gaining increased acceptance, according to Harold A. Stone, authority on fire administration, who reviews recent trends in this field in The Municipal Year Book 1935, published by the International City Managers' Association.

During the past year, Mr. Stone points out, four mutual aid organizations have made themselves known, inter-connecting from eight to sixty towns for fire fighting.

The largest is the Egyptian Fire Fighters Association, which covers the entire southern end of Illinois. East St. Louis, the biggest city in the ring, has eight pieces of apparatus, while Cairo, 150 miles to the south, has three pieces. Most of the towns have only one or two. Organized in 1925, when seven towns joined fire-fighting hands, the association now comprises sixty communities covering 12,000 square miles.

In 1934 eight villages in Westchester County, N. Y., adopted the "fire chief's emergency plan" for mutual aid in times of disaster. In Kentucky, nine communities in two adjoining counties have joined forces. A group of cities centering around Lowell, Massachusetts, adopted a co-operative scheme for fire-fighting late in 1933.

Each of these four mutual aid organizations uses a "running card" system. This is a schedule of the order in which apparatus of neighboring towns is called for assistance by each town in the association, showing also how the apparatus of these towns is to back up or "cover in" a town whose department is out aiding another town or engaged in a fire at home.

Under the Kentucky plan one city of the group acts as the clearing station for all second alarms. The scheme used by the Massachusetts municipalities is to have the city in distress send an alarm to a neighboring city, which then dispatches the call for aid according to a pre-arranged schedule on the running-card.

In the case of the Egyptian Fire Fighters Association, no charge is made for assisting other towns belonging to the association if dues are not in arrears. The dues are only \$2 a year for any department, either paid or volunteer. It is customary, however, for the town receiving aid to feed the men, and furnish gasoline and oil. Sometimes the cities assisted replace damaged hose or minor equipment.

New Lessons for Traffic Safety

News ways--and all ways--to get the safety lesson "across" to pedestrians and motorists are being tried by cities in their efforts to lower the number of traffic accidents. The U. S. Municipal News, bulletin of the American Municipal Association and the United States Conference of Mayors, in recent issues lists the following:

Salt Lake City, amending its traffic ordinance in conformity with new state laws, empowers police to require any occupant of an automobile involved in an accident to file an accident report within 24 hours in case the driver is incapacitated or cannot be found.

Shreveport, La. and El Paso, Tex. consider adoption of compulsory municipal motor vehicle inspection similar to the scheme reported successful in Memphis and Knoxville, Evanston, Ill., Des Moines and Portland, Ore. Knoxville reported recently that only 55 of the first 400 cars to pass through the testing lane were found roadworthy. Over 100 of them proved so defective as to be unsafe for operation.

Schools for traffic violators are operating in Berkeley, San Francisco and other California cities; Wichita, Detroit, Minneapolis, St. Louis, Portland, Ore. and Norfolk, Va. They are reported especially successful in cases of juveniles, adult offenders who might have been indifferent to a fine and in cases where a fine would have constituted an undue hardship.

Detroit police officers have been taking roller skates away from children who skate on busy streets. To get them back, the children must bring their parents to the police station, where they are cautioned to keep the skaters in safer places.

Chicago's 6,000 surface lines motormen are now special traffic policemen, instructed to report all serious traffic violations, particularly those involving peril to street car riders or pedestrians. Regular policemen will investigate their reports and make arrests where necessary.

Motorists convicted of traffic violations in Los Angeles may have their jail sentences suspended, provided they keep on the windshields of their cars a sticker branding them "Traffic Violator." In other cases drivers impound their own cars in preference to taking a stiff sentence which may be suspended with this provision. Suspension of drivers' licenses--as many as 104 in a week--is also used as a punishment of traffic law violators by the traffic court judge of this city.

Salary Cuts Restored in 110 Cities

Seeking further information on how many cities are planning to restore salary cuts to employees this year the International City Managers' Association in a bulletin issued today pointed out that:

Of over 250 cities in the United States having a population of 30,000 or more, 14 reported March 1 of this year that they had not reduced any salaries since 1930, and 110 reported restoring salary cuts either in full or in part.

The fourteen cities who have kept the same salary schedules throughout the depression are: Baltimore; Albany and Troy, N.Y.; Miami, Fla.; Reading and York, Penna.; Wilmington, Del.; Council Bluffs, Ia.; Newark and Springfield, O.; Oak Park, Ill.; Quincy, Mass.; San Jose and Santa Monica, Cal.

The seventeen cities whose entire corps of employees are now getting their full-sized pay checks are: Boston, Worcester, Brookline and Lynn, Mass.; Philadelphia, Erie and Allentown, Penna.; Fresno, Cal.; High Point, N.C.; St. Louis and St. Joseph, Mo.; Manchester, N.H.; Marion, O.; Pensacola, Fla.; Racine, Wis.; Denver, Col.; Savannah, Ga. Six other cities have made full restoration to specific groups of employees.

Partial restoration of pay-cuts ranging from 25 to 75 per cent of the original cuts have been made in 87 cities.

The purchasing power of the 1935 dollar, points out Clarence E. Ridley, executive director of the International City Managers' Association, is 20 per cent lower than that of the 1932 dollar and 3 per cent less than the 1930 dollar; so that in cases where salary restorations have been made in full, employees are not getting a decided "raise" in pay. In cities which still have the cuts in effect or are contemplating further reductions, the figures for salaries and the cost of living are going in opposite directions.

Booms and Planning

The "back to the land" movement which has sent over 5,000 families to the Pacific Northwest during the past year and is sending still more, may prove a boomerang instead of a boom unless some attention is paid to land and resource planning. This is the opinion of Walter H. Blucher, executive director of the American Society of Planning Officials, who has just returned from that part of the country.

The states of Montana, Idaho, Washington and Oregon, beneficiaries of the westward migration, need to determine whether and where there will be a place for the new settlers, whose ultimate number, it is estimated, will approach a million.

A special study of the situation in Oregon conducted by the Oregon Agricultural Extension Service to determine the number of new families entering the state showed that 26 of the 36 counties in the state report new settlers, 18 of them in appreciable number. A. S. Burrier, land planning consultant for the state, remarks in the current Land Policy Review that contrary to many stories, "Oregon does not have unlimited opportunity for new settlers. Until industry develops to more advanced stages than at present, most newcomers must depend upon full-time farming for their livelihood."

The Pacific Northwest land-planners, therefore, says Mr. Blucher, should be finding answers to questions such as these:

What kinds of industry exist to absorb the immigrants? What new types of industry will be brought in? What people will they serve? How many will they employ? Will they use local raw materials?

Assuming that there will be increased agricultural production, will the products be used locally or are they to be distributed over the entire country?

What effects will these new industries and the additional agricultural development have upon the rest of the country?

up of local
Trends in Municipal Finance

If local governments continue to accept financial support from the state or federal governments they must expect to subject themselves to control by the lending political subdivisions. This trend, which points toward "a breakdown in the democratic spirit of local government of which we have so long boasted" is a challenge to both financial and political interests, believes Carl H. Chatters, executive director of the Municipal Finance Officers' Association, Chicago.

"This situation," says Mr. Chatters, "is much more than a fiscal problem; it is political and social as well. Further surrender of local political autonomy is bound to follow the extension of state grants-in-aid and the greater use of state-collected, locally-shared taxes. Municipalities, as a group, must face the facts to determine whether or not the surrender of their powers is either necessary or advisable."

Three other important trends and events in municipal finance are discovered by Mr. Chatters:

First, the growing recognition that the financial control of a municipality should be in the hands of a single person or department. This desirable change may be seen in a number of instances, says Mr. Chatters, chief among which are a more rigid control over budgets; the increasing number of cities which are putting themselves on a strictly cash basis; and a demand that state governments compel local governmental units to set their financial houses in order.

Second, improvement in the technical methods of accounting and financial procedure. Mr. Chatters says that there is an increasing use of machine accounting and of trained personnel, pointing out that the latter is particularly noticeable in the number of professional accountants being drafted for public office.

Third, the "unprecedented low interest rate on municipal bonds." Mr. Chatters finds more and more cities which had the foresight to issue callable bonds refunding their obligations at interest rates which are only a fraction of the rates on the outstanding bonds.

The Cities Go to Court

In no preceding year of our history were there so many legislative acts increasing and defining the powers of municipalities as in 1935, according to C. W. Tooke, professor of law, New York University, who writes on municipal powers in The Municipal Year Book 1935 just issued by the International City Managers' Association.

Most of the legislation, Prof. Tooke observes, has been prompted by the social and economic crisis, calling for increased public expenditure on the one hand and a corresponding movement toward retrenchment on the other hand.

Among the most important court decisions affecting municipalities Prof. Tooke lists:

1. Those dealing with financial questions. In the effort to make possible federal loans to municipalities for PWA projects, those in charge frequently encountered state constitutional limitations on indebtedness and the lack of statutory power in municipalities to undertake even self-liquidating enterprises. These problems have called for amendments to the statutes in most states and in some instances to the state constitution.
2. Those resulting from attempts to reduce salaries of local officers and wages of employees. In some instances where state constitutions prohibited the increase or reduction in salaries of officers during their terms the problem was met by abolishing the office. California held reduction of salary permissible; in Kansas, however, the Supreme Court held it void.
3. Those dealing with the responsibility of cities--tort liability--which was the most frequent cause for action against municipalities in 1934. The greater number of reported decisions, according to Prof. Tooke, turned upon the application of the artificial distinctions in the given state between so-called "governmental" and "proprietary" functions. In Missouri and New Hampshire there were decisions holding that where municipal property serves both functions, liability is predicated on the negligence of the municipal employees. The New Jersey legislature adopted a statute further restricting the "already narrow range of municipal liability in tort by providing that 'no county, municipality or school district shall be liable for injury to the person from the use of any public grounds, buildings or structures, any law to the contrary notwithstanding.'"

Application of workman's compensation provisions to work relief laborers--a widely-disputed question--came before the Supreme Court of Minnesota, which decided in its favor.

During 1934 the U.S. Supreme Court passed upon the much mooted question of the extent of the power of the federal government to tax the income of municipal officers and employees, holding that the salary of trustees appointed by the state of Massachusetts to manage the Boston Elevated Railway system was subject to tax.

In addition, there were many court decisions dealing with zoning and city planning, extension of the local powers of taxation, development of local administrative agencies and the problem of reorganization of county and township government.

Welfare-Legislation-1935

Over 300 laws to further public assistance, social security, child welfare and recovery have been passed by the 44 state legislatures in session since January, according to a digest of the laws released by the American Public Welfare Association at its annual meeting today in Montreal.

To May 1 this represented finished results of 27 states, 17 of the 44 still being in session.

Classified under the various types of legislation, the survey shows the following following:

Laws for organization of state and county welfare departments.....	27
Financing welfare.....	53
Administration policies.....	34
Unemployment insurance.....	11
Old age pensions.....	37
Mothers' aid.....	10
Poor relief and settlement laws.....	17
Care of the handicapped.....	7
Child welfare.....	22
Public works.....	40
Employment service.....	14
Conservation work.....	11
Rural rehabilitation.....	9
Planning boards.....	19
Miscellaneous.....	5

State legislative activity in the fields of public welfare, relief, social security and recovery is largely the result of the social security program of the federal government, points out Frank Bane, director of the American Public Welfare Association. Dependent upon the passage of the federal social security bill, a number of states are expected to call special sessions in order to take action along these lines.

The rapidly changing welfare picture in the states as revealed in these new laws and the new federal program for public works and social security indicate, Mr. Bane emphasizes, that this is a most important year in the field of public welfare.

Interstate Cooperation to be Stressed

Interstate cooperation in the control of crime and other matters of urgent regional importance will be discussed by the Planning Board of the Council of State Governments when it holds its meeting in Chicago June 15 and 16. Announcement of the meeting has just been made by the Council, of which Henry W. Toll is executive director. The Planning Board is composed of 25 governors and former governors, members of state legislatures and others well-known in the field of public taxation and administration.

To the meeting of the board have been invited the chairmen of each of the seventeen legislative committees on interstate cooperation and the chairmen of the six state commissions on interstate cooperation. These commissions and committees, created by state legislative action at the 1935 sessions, have become necessary, Mr. Toll points out, because "the laws of the states conflict, their practices diverge and their policies are antagonistic. In the face of a universal demand for harmony, the states are functioning as 48 sovereign nations."

"Such chaos," Mr. Toll comments, "cannot continue. One of two courses is inevitable: either many of the remaining functions of the states will rapidly pass into federal control, or else the states must hasten to cooperate with one another as they never have cooperated before."

The first commission on interstate cooperation was created by the New Jersey legislature "to perfect the participation of the State in the Council of State Governments" and to establish and maintain "governmental machinery to facilitate communication, negotiation, understanding and cooperation between the State of New Jersey and the other states of the Union, both regionally and nationally." It is composed of five members of the state senate, five from the assembly and five executive appointees.

Shortly after New Jersey created the first commission, Colorado authorized one, North Carolina and Nebraska soon following suit.

The committees on interstate cooperation are composed of legislators only, whereas the commissions include executive appointees. Many of the committees will be expanded into commissions later on, Mr. Toll points out.

John G. Winant, former governor of New Hampshire, is president of the Council of State Governments.

Anti-"Racket" Rulings

Chain letters have become such a nuisance in two western cities that their councils have passed emergency ordinances outlawing the "racket" by legislating against persons who turn out the material on a mass production basis.

According to the U.S. Municipal News, bulletin of the American Municipal Association and the United States Conference of Mayors, a fine of not more than \$500 or six months in jail or both await violators of the new law in Los Angeles. Portland, Ore. has passed a similar ordinance and Long Beach, Calif. is said to be considering one.

The Los Angeles ordinance defines the chain letter "racket" as being a system or scheme "operated by letters or cards or other printed instrumentality, or orally, whereby it is represented that on payment of money they shall receive a greater sum of money, under any system or scheme providing for the payment when a name appears in rotation at the top of or in any other designated position in a designated list of names."

Also in the line of new municipal legislation to "protect" citizens' pocketbooks, is the license regulation recently imposed by the Lynn, Mass. council to control "beano" and similar games. Proceeds or charges for admission or participation in lotteries or games of chance must be donated solely to the charitable, civic, educational, fraternal or religious purpose stated in the application for special permits, which must be obtained from the mayor.

Richmond in its war on promoters of the "numbers" or clearing house racket is considering an ordinance raising the maximum penalty from \$100 to \$500 and/or a jail sentence of six months.

Norfolk, Va. has adopted an ordinance licensing dealers in old gold and requiring daily reports on transactions to the Director of Public Safety. A Tampa ordinance fixing a \$750-a-day license for jewelry auction sales by anyone not two years in business locally was recently tested in the circuit court and held invalid, the judge deciding that it involves a prohibitive tax. A provision taxing itinerant auctioneers \$50 a day was upheld.

Recent Developments in Council-Manager Government

Nearly as many cities adopted the council-manager plan of government during the first five months of 1935 as during the entire year of 1934, according to the International City Managers' Association.

Six cities and one county adopted the council-manager plan in 1934, bringing the grand total under this form of government in the United States to 472. Since January, 1935, five cities have voted upon and adopted the plan and two others, reconsidering, have voted to retain it.

Cities voting "yes" on the plan include: Trenton, N.J.; Huron, S.D.; Wheeling, W.Va.; Troy, Vt.; and Ashland, Me. Citizens of Kenosha, Wis., asked for the sixth time whether they desired to continue under council-manager government, declared themselves in its favor. Toledo, O., at a special election on May 28, defeated a proposal to repeal the council-manager charter adopted last November, which will not become effective until January 1, 1936.

Council-manager proposals have been defeated this year in Braintree, Mass., Raleigh, N.C.; Kern County, Calif.; and Syracuse, N.Y. Hinton, W.Va. lost its council-manager charter by action of the legislature.

Communities which will consider the plan in the near future are Beacon, N.Y. (11,933); Miamisburg, O. (5,513); and Canon City, Colo. (5,933). Petitions requesting the council to call a special election for considering the question are being circulated in Clinton, Ia. (25,726) and Norton, Va. (3,077). In New York City the Citizens' Union, the Merchants' Association and the League of Women Voters have advocated adoption of the council-manager form at public hearings held by the Charter Revision Commission.

The South Dakota legislature this session passed an enabling act providing for the orthodox council-manager plan of government. In Nevada, two bills to enable the citizens of Reno to adopt it were defeated in the legislature. In Pennsylvania, several bills which would enable first, second and third-class cities to adopt the manager plan are under legislative consideration. The Maine legislature has enacted council-manager charters for six municipalities, which must vote on the adoption of the plan before it can be made effective.

Police Radio of State-Wide Coverage

Expansion of local police radio service to blanket whole states is reported from several parts of the country in the current Police Chiefs' News Letter, official bulletin of the International Association of Chiefs of Police.

Since the first of the year the following moves toward this end have been made:

A subcommittee of the New Jersey State Crime Commission has recommended that each county in the state equip itself with a county-wide police radio system. Bergen County, N.J. has done this, coordinating 70 police departments. The commission plans to work out the coordination of all state, county and municipal police communications systems.

Plans are being completed and provision has been made in the state budget of Illinois for the construction of a state-wide radio system.

Minnesota will have a state-wide police radio system under supervision of the Bureau of Criminal Apprehension. Cities are compelled and villages permitted to install and maintain a receiver locked to the state police wave length.

Iowa, which has had police radio coverage of the north and central parts of the state for some time, will install at least one additional broadcasting unit elsewhere in the state.

North Carolina's legislature has acted favorably on a provision for state police radio and installations are under consideration in Connecticut and Georgia.

Ohio, one of the first states to establish a state-wide radio system, has its municipal stations monitored 24 hours a day by highway patrol stations located in strategic cities. Michigan also has had state-wide police radio for some time.

The U.S. Division of Investigation is making a thorough study of the possibilities of coordinating the communications facilities of the various states. Tentative plans call for the erection of a powerful central broadcasting station in Washington, D.C.

Our Migrant Population

The American's "itching foot," that population characteristic which urges us to move from the country to the city, then to the suburbs and finally, often back to the country again, is a basic factor in the determination of the ultimate social and economic welfare of the country. Population trends and the related trends in the growth and distribution of manufacturing industries are factors of controlling importance in planning for the future of our cities and the nation.

These observations are made by L. Segoe, planning consultant of the Tennessee Valley Authority and of the State Planning Board of Ohio, in an article on urban population and industrial trends in the current issue of Public Management, published by the International City Managers' Association.

This "itching foot" is responsible for some startling population trends, Mr. Segoe finds. Among these are:

Between 1900 and 1970 the urban population increased more than 175 per cent.

In the last census decade the urban population increased 14,600,000, whereas the rural population increased only 2,400,000.

During the last census decade one out of every eight cities between 10,000 and 250,000 population, and one out of each five under 10,000, lost population.

Satellite cities--communities fringing metropolitan centers--increased in size an average of 36.2 per cent between 1920 and 1930, whereas non-satellite cities increased in size only 19.4 per cent.

Of the metropolitan districts of a million or more population, the suburban areas within the metropolitan district of Detroit increased in population twice as fast as in Detroit; three times as fast in the Chicago and Pittsburgh districts; three times as fast in the New York-northeastern New Jersey district; six times as fast in the Philadelphia district; more than ten times as fast around St. Louis; and nearly eleven times as fast in the Cleveland area.

Since 1930 Mr. Segoe discovers that there has been a reverse flow--a city to country movement--that has resulted in a loss to the cities of some 200,000 persons in 1971 and around half a million in 1931.

This constant shift of population, Mr. Segoe concludes, is only another excellent reason why we must substitute "in place of the immediate individual and group gain the sustained welfare of the community and the nation, on which in the long run, the well being of future generations depends."

More Efficient Care of Assessment Appeals

The necessity for remodeling the process of appeals by taxpayers from original assessed valuations placed on their property by assessing officers is becoming more evident each day, according to Albert W. Noonan, technical director of the National Association of Tax Assessing Officers.

Leaning over backwards in apparent efforts to protect taxpayers from injustice, many jurisdictions find themselves decidedly handicapped in attempting to provide an orderly assessment and tax collection program.

He cites as an example one eastern city where it is impossible to spread a tax roll until an appeal from every single assessment has finally been settled in court. In another state, where appeals are taken to the State Tax Board, there are so many of them this year that it will take nearly another twelve months to get through them. Still another jurisdiction is witnessing the spectacle of the appeal process becoming a wide-open political mechanism. Political clubs affiliated with one party are offering to stand the expense of appeal to the County Board, ostensibly to show how bad are the assessments made by public officials who are members of an opposing political party.

"The appeal process should be designed to promote the highest possible degree of administrative efficiency and still provide ample protection for the taxpayers against unfair assessments," says Mr. Noonan. "Administrative efficiency demands that the courts, except for questions of law and fraudulent assessments, be eliminated from the process. Some small board, preferably appointive, should hear original appeals from the assessors. It should meet during a definite time and the roll should be closed at the end of this period."

Protection to the taxpayer, Mr. Noonan comments, demands that adequate notice be given of the completion of the roll, an opportunity for inspection provided and a fair hearing before the board be granted. The decision of the board on the matter of valuation should be final. No appeal to the courts should be permitted unless a first appeal was taken before the reviewing board.

Reporting County Government

Adequate reporting of city government affairs "by the year" is now more common than it used to be, but except for financial reports, citizens are still kept much in the dark about the work of county departments, according to Clarence E. Ridley, executive director of the International City Managers' Association, and authority on municipal reporting.

Los Angeles County, Wayne County, Mich. and Henrico County, Va. are exceptions.

The Los Angeles County Employees' Association, interested in giving citizens a better understanding of their county's functions, recently issued a booklet describing the activities of the 47 departments, from the assessor's office to the welfare and charities division. The book is believed to be the first general county report published by any association of county employees.

Wayne County, which includes the city of Detroit, through the Board of County Auditors, publishes now and then a "manual" to furnish the public with a comprehensive resume of county governmental activities. One issue contained all available information pertaining to the administration of Wayne County's government, past and present.

Henrico County, Va., which has a county manager, varies the annual report idea with monthly mimeographed reports covering all activities of the county.

Many counties issue financial reports, few of which mean very much to the layman, points out Mr. Ridley. Some of them get out annual reports on their park and highway systems. General reports summarizing in popular, readable style all of the services performed by the county governments, however, are all too few, in his opinion.

"County government administration is as much a business belonging to taxpayers as is the city government," he comments, "and as 'stockholders' in the business, citizens are entitled to know facts, which should be presented in an intelligible fashion."

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News Bulletin of
PUBLIC ADMINISTRATION CLEARING HOUSE
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*Unemployment relief*New Hopes for the Homeless Non-Family Man

American metropolitan centers are rapidly solving one of the most discouraging problems of a long-continued depression--the care of the homeless and penniless non-family man. Through the application of tried techniques of public assistance the "shelter bum" is being rehabilitated in a manner to restore his pride, if not his dignity; his mental health, if not his economic independence.

These are broad conclusions to be drawn from an intimate study of the life in the Chicago shelters--the more modern term for the older municipal lodging houses--made by Alvin Roseman, of the staff of the American Public Welfare Association, and just published by Public Administration Service. Mr. Roseman's study was made at the suggestion of the Chicago chapter of the American Association of Social Workers, and with the cooperation of the Illinois Emergency Relief Commission. However, it included less extensive investigations in Minneapolis, St. Paul, Cleveland and Cincinnati, where he found that public care of the homeless non-family man imposed practically identical problems. He also discovered that much the same solution was being applied wherever he went.

In the early years of the depression unprecedented loads were thrown on relief intake offices. In Chicago, for example, the number of annual lodgings in 1929 was around 20,000. The number increased to more than a million in the year ended September 30, 1931; and reached an alarming maximum of 4,288,356 lodgings in 1934. So great was the demand for relief from family men that the non-family man was more or less "lost in the shuffle," at least until relief agencies had time in which to expand to give more adequate care to the "shelter bum."

Mr. Roseman visited each of the 19 shelters in the Chicago area at least twice, and one, considered typical, he visited fourteen times. He ate with the men, talked with them, and interviewed shelter superintendents and other members of shelter staffs. He found that with a few exceptions shelter life had progressed little beyond the old "flop-house" stage, despite the fact that from 60 to 80 per cent of all homeless non-family men were "a heterogeneous group of all levels of occupations and educational accomplishments," having a previous mode of life "which involved some privacy in living arrangements and the maintenance of contacts and ties in the community."

Mr. Roseman's study, lurid with details of his associations with these men, was submitted to the Illinois Emergency Relief Commission, which approved the principles and the general plans set forth, and on March 4 a new agency, the Service Bureau for Non-Family Men and Women, was created. After a diagnostic squad of trained social workers had interviewed the men cared for in the shelters, these "forgotten men"--except for those who needed congregate care--were being transferred to public family agencies, and arrangements were being made to close some of the worst shelters.

"In the first six weeks of its existence," Mr. Roseman's pamphlet concludes, "the Service Bureau for Non-Family Men and Women had made vigorous strides in the direction of providing a higher level of care for the local homeless men of Chicago."

Taxation, Conflicting

Plan Approach to Tax Conflict Study

To answer the riddles of conflicting taxation, it is necessary to decide what functions properly fall upon the federal, state and local governments. Only then will it be possible to allocate taxing powers so as to avoid the conflicts.

This decision, reached by the Tax Revision Council following a meeting in Washington last week, has led to the appointment of four special committees to undertake the study. The Council, composed of eight federal officials, eight state officials and eight city and county officials, has as its permanent chairman Secretary of the U. S. Treasury Henry Morgenthau, Jr.

The four committees and their duties are as follows: (1) Committee on Federal and State Planning--to develop plans for coordinating the federal and state tax systems and to propose methods for putting such plans into effect. (2) Committees on State and Local Planning--to develop model plans for coordinating state and local tax systems. (3) Committee on recommending a better allocation of functions between the federal, state and local governments. (4) General Survey Committee--to collect facts and statistics in respect to tax laws, governmental functions and governmental expenditures.

Work of the Tax Revision Council will fall into two major classifications, as decided at the meeting. As an immediate proposition, steps will be taken to correct some of the more glaring inequities imposed by overlapping taxes and to prevent some of the more obvious forms of tax invasion arising from conflicts in taxing authority. The second task will be the revamping of the entire tax system of the nation.

The Tax Revision Council was created by The Second Interstate Assembly, sponsored jointly by the Council of State Governments and the American Legislators' Association. Henry W. Toll is executive director of each organization.

Home Rule for Cities

In these times when sharper definitions of power must be drawn as between the various levels of government so that the complex politico-economic affairs may be more adequately administered, many metropolitan centers find themselves shackled by constitutional restrictions. What those restrictions are, how they operate and what can be done to remove them, with specific reference to the Chicago situation, make up the latest of the reports being carried on in the political science department of the University of Chicago under the direction of Prof. Charles E. Merriam. The report, just published, is the work of Albert Lepawsky, research associate in political science, and is entitled "Home Rule for Metropolitan Chicago."

Approximately 55,000,000 people live in the 96 metropolitan districts of this country. This is almost 45 per cent of the total population. Sixteen states provide for city home rule and three of these provide for county home rule as well. Among these states are New York, Pennsylvania, California, Missouri, Michigan, Ohio and Wisconsin--states containing many of the metropolitan centers.

Chicago, with more inhabitants than 38 of the 48 states, whose public expenditures for 1931-1932 were 37 per cent of all state and local public expenditures, is still a legal infant which has outgrown its legal parent, Illinois, the report points out. It must secure the legal permission of its parent even to determine "who shall sell peanuts on its municipal pier."

The Lepawsky report finds that even though many states have extended some form of home rule to cities, court decisions have greatly narrowed these grants of power. Thus, California cities were not permitted to establish auto speed and truck-weight limitations beyond the standards set by state law; New York City was not permitted to raise the salaries of its municipal court justices from \$9,000 to \$10,000; "even Milwaukee was compelled to assess an increased school tax on the ground that the subject concerned was a state subject and not a local concern."

Emphasis is placed in the report upon the fact that "in the present national scene, there are significant possibilities in each of the alternative solutions for the tangles of state-local relationships, not merely in the plan of constitutional home-rule but in the extension of federal activity, separate statehood, increased state control, extra-legal adjustment, and even detailed enlargement of city powers. Any plan is relevant today which will tend to simplify and speed up and make more direct the process of municipal government. The nation's economy is intricate enough without the structural deadwood and the administrative blind-patches of a system of governmental buck-passing between state and city."

Britain's New Housing Bill

Great Britain, with nearly half a century of experience in trying to bring about low-cost housing for the working classes, has a new housing bill before its Parliament directed specifically at slum clearance and elimination of overcrowding.

According to a bulletin issued by the National Association of Housing Officials, one of the unusual features of the bill is the proposed use of police power to accomplish the elimination of overcrowding. The provision is made that, if after a specified date a dwelling is found to be overcrowded according to definite standards, the landlord or occupier of the dwelling will be liable to a fine of five pounds, and a further fine of two pounds for each day thereafter that the overcrowding exists. A dwelling is defined as overcrowded when persons over 10 years old of opposite sex, except married couples, sleep in the same room; when there are more than from $1\frac{1}{2}$ to 2 persons per room, (a child is $\frac{1}{2}$ a person); or when the floor area of rooms is less than 70 square feet for one adult or 110 square feet for two adults. Applying this standard to the United States on the basis of the Real Property Inventory, it is pointed out, certain southern cities would appear to have as much as 5 per cent of their dwellings overcrowded; in the rest of the country, the overcrowding would average about one per cent.

The British housing bill would command local governments to make surveys to determine the extent of overcrowding and submit plans to the Minister of Health to rehouse this portion of the population. Large government subsidies are offered on a sliding scale that increases subsidies as land costs increase, thus tending to encourage building on high priced land. Local governments must contribute one-half of the amount granted by the national government.

There is opposition to the bill from a number of British housing experts, according to the bulletin. They object to so much emphasis on slum clearance and so little on the building of planned communities with large recreation space. Backers of the bill, however, assume that for at least 40 years dense populations near the centers of cities will be necessary.

Personal Public

New Interest Seen in Merit System

Increasingly active interest in improving and strengthening civil service laws to bring about real career service in government is observed by G. Lyle Belsley, executive director of the Civil Service Assembly, which recently established headquarters in Chicago.

Some new state laws have been passed and a number of cities have enacted ordinances to aid in eliminating the "spoils system" of public administration. The Florida legislature passed a bill authorizing civil service in Jacksonville. Similar legislation to make this possible in Birmingham has been introduced in the Alabama legislature.

El Paso, Tex. has a new civil service commission for employees other than fire and police, which they already had. Memphis passed on first reading an ordinance creating a department of personnel and efficiency, the director and assistant of which are to be nominated by the mayor and approved by the City Commission. The plan calls for transfer within the service, continuous merit records and standard tests of ability.

Washington's legislature passed a civil service law for firemen in cities and towns maintaining full-sized departments. California, by popular vote, last November wrote state civil service into its constitution.

"Taking this evidence into consideration, along with the National League of Women Voters' campaign for the merit system, and the recent report of the Commission of Inquiry on Public Service Personnel," says Mr. Belsley, "a real basis is being laid for the development of a career service for capable people interested in government work."

Eastern States Move to Reorganize Local Governments

Definite steps toward setting up more efficient and less costly local governmental machinery have just been taken in the five populous eastern states of New York, Connecticut, New Jersey, Pennsylvania and Delaware, according to Robert M. Paige, secretary of the Governmental Research Association.

The New York legislature, anticipating the approval of voters to an enabling constitutional amendment up this fall, has passed an act which provides optional forms of county government. Under the terms of this act citizens of a county may adopt a business-like form of government comparable to that in cities which have city-manager charters. New York thus is following the lead of California, Virginia, Nebraska, Ohio and other states which have opened the door to modernization of county government.

New York will also soon have under way a study of state-aid. The state now devotes more than half of its revenues to assisting local governments with such functions as education, highway construction and unemployment relief. This situation indicates that a careful study is needed of the present allocation of functions as between the state on one hand and the cities, counties and towns on the other.

In Connecticut a special commission which completed its work early this year is recommending numerous laws which would require local governments to observe standard accounting, budgeting, reporting and other financial practices. Another commission is now studying the reorganization of the state government.

In New Jersey, Princeton University has begun a comprehensive survey of the possibilities for improving local government organization. The highly urbanized northern part of this state especially has its cities, counties, towns and special districts "jumbled together in incredible confusion." Ten large business concerns in the state are financing the study to bring order out of the chaos.

In Pennsylvania, where a comprehensive survey of local government was recently completed by a group of men drawn from the faculties of the major universities of the state, the legislature has just authorized a special commission to draft specific recommendations and legislation for reorganizing county, city and township government.

Delaware, at the legislative session recently adjourned, followed the lead of North Carolina, Michigan and several other states by transferring to the state highway department the job of maintaining and constructing county roads. Several years ago Delaware centralized in the state government responsibility for the entire school system of the state.

"While some states, such as Delaware and North Carolina, are experimenting with centralized administration of local functions to bring about efficiency," comments Mr. Paige, "others, like New York and Ohio, are trying to modernize local government without so great a degree of centralization. The recipe for efficiency may vary in different parts of the country."

1935

States Join to Deal with Interstate Problems

Creation of five committees--on crime prevention, economic security, labor and industry, state planning boards and on marketing climaxed a three-day conference on interstate cooperation in Chicago last week (June 15-17). The conference was called by the Council of State Governments and was attended by the council's own planning board and by accredited representatives of six permanent state commissions and fifteen legislative standing committees on interstate cooperation.

In opening the conference Henry W. Toll, executive director of the Council, said that he believed this to be the last opportunity the states would have to manage their own economic affairs. With the Supreme Court decision which invalidated the NRA "pricking the balloon" of enlarged federal powers, Mr. Toll said that the problems that must now be solved by joint state action had been greatly multiplied.

The round-table discussions which followed reechoed Mr. Toll's belief, and developed the fact that immediate action was desirable in setting up committees through which the Council could work to secure interstate cooperation in solving problems of an interstate nature.

The committee on crime will devote its attentions to developing means of ironing out the conflicts in such matters as extradition, parole procedure and the return of fugitives. The committee on labor and industry will study wage and labor conditions, with a view to their equitable adjustment as between regions. This committee will attend the conference on interstate labor compacts which is to be held in Spring Lake, N. J., June 28 and 29 and at which the recently formed state commission on interstate cooperation of New Jersey will act as the host. The committee on economic security will attend the conference of state relief directors in Denver the latter part of July.

The states represented at the conference were: Arizona, Arkansas, Colorado, Connecticut, Florida, Illinois, Indiana, Kentucky, Maryland, Massachusetts, Nebraska, New Jersey, New York, North Carolina, Ohio, Oregon, Tennessee, Texas, Utah, Washington, West Virginia and Wyoming.

Commissions on interstate cooperation, which are permanent agencies, now exist in New Jersey, Colorado, North Carolina, Nebraska, Pennsylvania and Florida. Each commission is composed of five representatives from the house, five from the senate and five administrative officers appointed by the governor.

Protecting NRA Wage Gains

Protection of gains made in wages and the hours of labor under the old NRA through the cooperative effort of the larger cities of the country is urged by Daniel W. Hoan, president of the U.S. Conference of Mayors in a recent letter to the director of the conference, Paul V. Betters.

Mayor Hoan recommends that a model ordinance be drawn which would require that "all contractors, materialmen, supplymen, and all others who may do business with the cities pay a minimum wage to their employees and have maximum hours of employment fixed. Cities therefore may prescribe the minimum wage to be paid to employees of such groups, and it may also prescribe the maximum number of hours employees of such groups are at work."

Such standards might also be required, Mr. Hoan says, of all those "who are to receive any privileges in the form of licenses from the cities." He further suggests that such a model ordinance contain provisions which would "safeguard the right of employees in the formation of labor unions and their rights to collective bargaining."

"It is my belief," continues Mayor Hoan, "that organized government should be the first to help maintain the values received from the experimental NRA, which, of course, excludes commodity price fixing. In view of the Supreme Court decision denying Congress the authority to set up such standards by law and in view of the fact that cities have the inherent right to set forth the basis under which they will do business with people or grant licenses to them, I believe that in a cooperative spirit much can be saved by the passage and the adoption of such an ordinance."

Mr. Betters said that he would transmit the proposal immediately to the Conference executive committee. Commenting on the proposal of Mayor Hoan, Mr. Betters said: "While all major industries do not sell to governmental units, most of them do, and if there are no legal tangles, the scheme is worth studying. When we realize that about 20 per cent of all city expenditures goes for purchase of materials, equipment and supplies, and that the annual collective expenditures of only the 96 largest cities amount to nearly \$3,000,000,000, it is apparent that public buying regulations could be of substantial influence in shaping standards previously imposed under NRA codes."

Keep Politics Out of Relief, Says Welfare Group

Attempts to draw "the public administration of relief into partisan political channels" were strongly opposed by the American Public Welfare Association at its recent convention in Montreal. The association pledged the efforts of its officials and memberships to combat this tendency, "manifested in a number of localities," and endorsed the policy announced by President Roosevelt at the beginning of his administration that "there must be no playing of politics with relief."

The Association also reiterated its position with respect to the need for a "strong Federal Department of Public Welfare"--a department needed even more than formerly "in view of the increasingly important functions of public welfare organizations throughout the country." Paralleling that line of action the Association urged that states not now having departments of public welfare establish them and finance them adequately, and that existing state departments of public welfare be strengthened and adequately supported to insure "adequate and proper service to all citizens in need."

As to employment service the Association said:

"We believe in a strong employment service. If the job of an employment service is the task of first finding jobs, then locating people in jobs and arranging for the retraining of people for jobs, we believe that employment services--federal, state and local--should be brought to the highest level of professional competence and that the management and promotion of this program should be in the hands of competent, qualified personnel, selected, appointed and promoted solely on a merit basis."

After strongly favoring the passage of "sound social security legislation such as is pending in the Congress of the United States," the Association urged that "the administration of this program should be on a sound basis from the standpoint of public administration and carefully selected personnel, and should be carefully coordinated with existing state and local agencies."

Evidence of the current interest in welfare activities of all levels of government was seen in the attendance at the convention--more than 800 members of the Association and others from all parts of the United States and Canada being present.

Calling All Cars for Inspection

That southern city of Memphis has started a new vogue for safety which is being followed by other cities in slowly but surely increasing numbers, according to a bulletin issued by the American Municipal Association and the United States Conference of Mayors. The fashion is motor vehicle inspection, compelled by city ordinance.

In January, 1934, Memphis combined a safety education campaign by citizens, insurance agents and automobile dealers with passage of an ordinance requiring inspection of its 40,000 automobiles. Two inspections a year was the rule at first, but this year three are being made, at the total cost to the motorist of \$1.00.

Memphis' pioneer effort has been followed by Denver, Youngstown, Dayton, El Paso, Des Moines, Evanston, and Portland, Ore., while Knoxville, Cincinnati, Chicago, Kansas City, Seattle, Rochester and other cities carry on safety lane campaigns periodically, asking voluntary inspection.

The city employs 26 people in the testing service, which is headed by a trained superintendent. Twelve hundred or more cars can be taken care of in a day. Motorists are called in by license number through postcard notices sent out by the police department. Brakes, headlights, wheel alignment, steering apparatus, windshield wipers, tail lights, rearview mirrors, horns and windshields are all tested, and must pass inspection before the "okay" sticker is applied. After sufficient time has elapsed for the full inspection and return of the first series of ten thousand cars, a three-day newspaper notice advises that all cars found on the streets without approved certificate will be pulled in by the police wrecker and the owners docketed.

During the first six months of the Memphis bureau's operation, more than 37 per cent of the cars inspected had to be rejected. Fatalities from automobile accidents are judged to have decreased 25 per cent since the ordinance went into effect, however and insurance reports show a substantial decline in property damage claims.

In addition to the cities, several states inspect motor vehicles. Pennsylvania and Delaware have had state-wide campaigns and Virginia has a compulsory law. The governor of Illinois has just signed a measure permitting cities of 40,000 or more population to pass laws for compulsory motor vehicle inspection.

Local Government--1950 Model?

Coordination and integration of city, school and county government by a complete reorganization should be the objective in the long-range problem to attain the aims of government--"turning out the best job possible with the minimum of expense." Developing facts about governmental operations and their economic implications, and the feeding of those facts to the public will be of great help in securing a sound public opinion so that the long-range plan may be achieved. This is the job ahead for governmental research agencies, according to M. W. DeWees, executive secretary of the Taxpayers' League of St. Louis County, Minnesota.

"As the activities of government loom larger upon the scheme of things," says Mr. DeWees, "a democratic form of government requires that every citizen spend the maximum time possible in doing his part to insure that his government does the best job possible." Such enlightened public interest, he believes, will result not only in a better organized and administered governmental unit, but will attract business and industry by arming them against the competition from other communities.

The immediate program, Mr. DeWees finds, "means the complete re-examination of the present methods of our city and school governments." The long-range plan would include revision of civil service and tenure provisions"so as to retain the qualified, efficient employees and yet not result in a deadening status quo that breeds insolence and destroys discipline. Public employees most assuredly have a right to participate in government as citizens, but not as a political group to select and control their employers."

To serve the best interests of government, Mr. DeWees concludes, governmental units "must have the best organization that alert minds can evolve; that the overlapping layers and uneconomic areas of government must be eliminated; that governmental responsibility must be fixed and controllable; that the best trained individuals must be recruited for the public service; and that 'spoils' politics and patronage must be reduced as far as it is humanly possible."

Police

Police Problems: 1910 and 1935

Police chiefs 1910 had some of the same things to worry about as their successors in 1935, but twenty years have added a few new ones. Comparison of the 1910 convention program of the International Association of Chiefs of Police with the program of the forty-second annual meeting scheduled for July 8-11 this year at Atlantic City stacks up this way:

1910	1935
Fingerprinting and the Bertillon method of criminal identification	Universal fingerprinting; photography and new methods of identification
Strikes	Mob violence and strike disorders
The automobile--a new problem	Traffic problems, city and rural; uniform traffic laws, public safety
Drunken auto drivers	Alcoholic beverage control
Motion picture	Motion pictures
Civil service as an advantage to police	Civil service as an advantage to police
Crime prevention	Crime prevention vs punishment
Motorized police patrol	Police radio and teletype
Juvenile delinquency	Coordination of police units
Better suited uniforms for policemen	Metropolitan city rackets
The "third degree"	Penal institutions, pardon and parole
	Vagrancy

In 1910 police chiefs were much concerned with stamping out the "third degree" method of obtaining confessions from prisoners and convincing the public that they condemned it.

Fingerprinting and the Bertillon system of criminal identification by facial and cranial measurements were held up as the only successful way of identifying law-breakers. Law enforcement, it was said, could be brought about only "by the adoption of modern facilities, motor patrols, signal systems, first aid to the injured, station wards, with physicians for care of inebriates, houses of detention for women and children; by placing in effect a telegraph code, maintaining classified records, daily lookout bulletins and using artistic criminal advertising."

(more)

The motor patrol was urged to replace the horse-drawn patrol wagon as the more efficient means of picking up miscreants and to make the rounds of police stations. The police marshal of Baltimore reported that daily inspection of the city's eight police stations was now possible by police car, which "stood the test of hill climbing and the jarring of the rough cobbles...and has never broken down."

It would have taken a good crystal gazer to see police radio and the teletype, state bureaus of criminal identification, state police and regional anti-crime compacts. One 1910 police chief, however, foresaw the use of the "flying machine" for police purposes.

Chief problem brought on by the automobile in 1910 was the difficulty of enforcing "automobile laws" because "penalties were too mild to be feared." Intoxicated drivers were a nuisance, but it was noted that "most of the automobile criminals are chauffeurs who, when their employers are not with them, drive their employers' cars at break-neck speed on joy-rides." Examination of applicants for driver's license was suggested as a necessary precaution to test skill with the automobile. Little mention was made of traffic problems.

A resolution was passed by the 1910 police gathering "deprecating the moving picture shows that make false representations of the police, together with tragedy, burglary and all immoral displays as they tend to the encouragement of crime." The International Association of Chiefs of Police this year will hear from Will Hays on the relation of motion pictures to police.

In addition to prominent police chiefs from all sections of the United States, the 1935 convention will be addressed by Attorney General Homer S. Cummings, Governor Harold G. Hoffman of New Jersey, Director J. Edgar Hoover of the Division of Investigation, U.S. Department of Justice, and Warden Lewis E. Lawes of Sing Sing.

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Guards for the Glorious Fourth *XX*

Education, substitution of milder amusements and legislation are combining to take the din and destruction out of the "Glorious Fourth." What used to be a "gruesome Fifth," with its powder-burned, lock-jaw, fingerless victims, is beginning to be just another summer day.

Albany, N.Y. isn't taking any chances with fireworks problems at all this year. The city council is calling into service for Fourth of July not only the ordinance banning sale of fireworks, but also the anti-noise ordinance passed a year ago, according to the U.S. Municipal News, bulletin of the American Municipal Association and the United States Conference of Mayors.

It is illegal in Albany to "make, continue or cause to be made any unnecessary or unusual noise between 6 a.m. and 8 p.m. which may annoy, injure or endanger the comfort, repose, health or safety of others." Between 8 p.m. and 6 a.m. it is unlawful to make any noise which endangers comfort, repose, health or safety, unless the same be necessary for protection of property or health. This lets out fireworks, says the council.

Safety moves against the approaching Fourth are reported by a number of other cities:

Wilmington, Del. this year is following a policy of stringent enforcement of its ordinance forbidding the use of fireworks in the city, already arresting offenders. Mere possession, as well as the transportation, of fireworks is a violation of the Wilmington law.

Pittsburgh's recently enacted fireworks ordinance prohibits the sale or use of fireworks except for public displays under expert supervision. Violators of the law are subject to a fine of \$50 or 30 days in jail.

Milwaukee's fireworks ordinance, going into effect this July 4, bars sale, exposure for sale, use or discharge of any fireworks, including firecrackers, caps, torpedoes, sky rockets, Roman candles--everything except red flares. Public displays of fireworks under competent supervision are allowed, but for these, permits are to be issued by the mayor. The penalty for violation is a fine of from \$10 to \$250 or imprisonment of not more than six months in the house of correction.

Wichita's (Kans.) fireworks ordinance, now a year old, prohibits sale of fireworks except on July 4 and the three business days before. Firecrackers can be shot off only between the hours of 6 p.m. on July 3 and midnight July 4. Certain types of fireworks are entirely forbidden, among them "nigger chasers," Roman candles of over twelve balls, all firecrackers and salutes over 3 inches long and more than 5/8 inches thick, all magic snakes which contain poisonous compounds, blank cartridges and flare parachutes.

Legislators Shut Up Shop

With the first week in July marking the end of most of the 1935 state legislative sessions, it is found by the American Legislators' Association that three states have passed new income tax laws, eight have passed new sales tax legislation, and ten others have revised existing sales taxes, mostly upward.

Social security and taxation were the two major problems facing state legislatures this year, points out Henry W. Toll, executive director of the American Legislators' Association. Although most of the legislatures waited to see what Congress would do about unemployment insurance, five states--New Hampshire, New York, North Carolina, Utah and Washington--passed laws establishing unemployment insurance funds, which, with the exception of New York's, will go into operation as soon as Congressional action is taken. Activity in planning resulted in the establishment of thirty state planning boards by law. Eighteen bills were passed relating to housing.

Steps taken by state legislatures to develop machinery for interstate co-operation have been among the most important features of their work during 1935, according to Mr. Toll. New Jersey established the first commission on interstate co-operation and was followed by Colorado, Nebraska, North Carolina, Florida and Pennsylvania. In addition, fifteen legislatures during the year have set up legislative standing committees on interstate co-operation. These committees and commissions will initiate efforts to solve such problems as crime control, milk distribution, conflicting liquor taxation, labor problems and relief.

Except for Massachusetts and Wisconsin, all of the 44 legislatures which scheduled regular meetings in 1935 and those which sat in special session will have ended their deliberations by July 5. Alabama, which convened April 30, closes on July 5 for recess, reconvening at the end of the month, while Illinois adjourned Monday, July 1.

States which held special sessions this year included Kentucky, Louisiana, Idaho, Rhode Island and Georgia, which also held a regular session. Most of the legislators from the other 43 states expect to be called back for special session during the summer if the nation's Congress completes action on the social security bill. No "call" for special session has yet been issued in any state, however.

Schools for Tax Assessors

Personnel, Public - Training

Because of the great possibilities for improving assessment procedure by training tax officers on the job, the policy of arranging schools and state-wide conferences for assessors is rapidly spreading over the country, says Albert W. Noonan, technical director of the National Association of Tax Assessing Officers.

In several states, among them Washington, California and Massachusetts, state tax commissions are charged by law with the responsibility of arranging annual meetings of the assessors under their supervision. Many commissions have been conscientious in this regard, Mr. Noonan comments, and continuous improvement in assessment practice in those states has resulted.

The Illinois State Tax Commission, acting on its own initiative, this year arranged state and district schools better to prepare the assessors of the state to undertake the work of the quadrennial assessment.

Other schools have been arranged by state municipal leagues, among them the New York Conference of Mayors and the League of Wisconsin Municipalities, and by state universities. During the past month a school was sponsored jointly by the University of Kentucky and the Kentucky Municipal League, with the cooperation of the Municipal Finance Officers' Association and the National Association of Tax Assessing Officers. Held on the University campus at Lexington, the school included instruction for clerks and finance officers as well as assessors. It was attended by officers from every part of the state.

"As time goes on," says Mr. Noonan, "an ever increasing number of public officials are coming to realize that public administration must be improved constantly if the average citizen is to be convinced that public office is no sinecure. Among the more progressive persons it is also realized that these periodic instructional schools are a much needed instrument to effect such improvement."

ASSUMING THAT MOST OF YOU WILL NOT BE
PUBLISHING EDITIONS ON JULY 4, WE HAVE
INCLUDED NO RELEASE FOR THAT DATE.

News Bulletin of
Public Administration Clearing House
850 E. 58th Street, Chicago

Fewer School Districts for Economy

If we accept the nearly unanimous verdict of those who have studied the subject and conclude that we have in this country too many governmental units (the total number is approximately 175,000) then we must agree that a reduction in the number of school districts is a pressing necessity, according to Robert M. Paige, secretary of the Governmental Research Association. For of the 175,000 governmental units, 127,000 are school districts.

"It is encouraging to note," says Mr. Paige, "that a few states are acknowledging this problem and seem to be proceeding towards the goal of larger, more economical school districts and an educational system which will provide all of the people with better educational facilities at lower unit costs."

In Ohio, the Traxler-Kiefer Act passed by the 1935 legislature, provides machinery for a reconstruction of the rural school system and the elimination of inefficient school districts. Almost half of Ohio's 2,000 school districts are too small to operate an elementary school of sufficient size, and more than three-fourths of them do not have enough residents to maintain a satisfactory high school. Under the new act, the State Department of Education has the power to compel county boards of education to re-draw school district boundaries. Eligibility for state subsidy is conditioned upon the execution of reorganization plans approved by the State Department. Under the new law this state subsidy will amount to about one-half of the total cost of operating the schools, as the state has undertaken to guarantee a minimum educational program to all school districts levying a tax of thirty cents per hundred dollars of assessed valuation for operating purposes.

The movement for school district consolidation and reorganization in Pennsylvania has the backing of the Citizens' Conference called by the governor in October the past year. One of the important "planks" in its platform is the creation of school districts large enough for efficient administration. Consolidation of third and fourth class school districts, it is estimated, would cut more than \$3,000,000 from the annual school bill.

In Illinois Simeon E. Leland, State Tax Commissioner, is recommending the creation of a school "equalization" or "development" fund from which aid would be given to school districts in such a way as to encourage consolidation and reorganization into proper modern units for the maintenance of educational facilities. Illinois at present has more than 12,000 school districts.

"The little red schoolhouse of one room belongs to the horse-and-buggy age," says Mr. Paige. "Small school districts must give way to larger units capable of providing adequate educational opportunity at a cost which the taxpayers can afford."

Revised Zoning Needed

Zoning Ordinances

A need for revising municipal zoning ordinances is seen by Walter H. Blucher, executive director, American Society of Planning Officials, who says that "zoning practice during the 'fat years' included mostly compromise ordinances which want improvement to be in line with sensible city planning."

During the boom period, he explains, cities which zoned were inclined to be too optimistic as to their growth. It is almost universally conceded that far too much industrial property was provided for and that there was too intense a use designated for residential purposes.

"The city of Warren, O., for example," says Mr. Blucher, "had a population in 1920 of 27,050; in 1930, the population had increased to 41,062--a pretty good rate of growth. Enough land had been zoned in this municipality, however, to provide for 537,960 people. At the present rate of growth, it would take approximately 125 years to make use of it for its designated purposes."

The experience of Warren is repeated in practically every city in America, Mr. Blucher comments. The result of badly judged zoning is that property set aside for industrial use can be put to no use at all. Furthermore, owners of property in areas zoned for commercial purposes are frequently thus misled into believing that commercial use of their property is imminent, when as a matter of fact, on the basis of known population trends, entire use of the property as designated could often not be made in over a hundred years. Blighted areas, noticeable in the vicinity of the business-zones of many American cities, are also an indirect result of zoning. They represent lots held for speculation by property owners whose visions will never be fulfilled. In some cases this has hampered the purchase of land for low-cost housing.

Revision of zoning ordinances is needed to provide for less intensive residential occupation and for only as much commercial and industrial use as can reasonably be expected, he points out. This will make possible stricter adherence to zoning ordinances and will also result in more intelligent land use.

New Legislation for Housing

There are 11,000,000 homes in the country judged sub-standard in the recent survey made for the Housing Division of PWA. Since private builders see no profit in remedying the situation, the government has stepped in. The federal government is taking the lead, but 17 state governments have so far given their cities the legal power to improve this condition.

Seven of these states have passed laws since the first of the year authorizing cities to set up housing authorities, according to a report by the National Association of Housing Officials. They are Alabama, Colorado, Montana, Nebraska, North Carolina, Rhode Island, and Tennessee. Previous to 1935 such laws had been passed by Delaware, Illinois, Kentucky, Michigan, New York, Ohio, South Carolina and West Virginia. Maryland and New Jersey, being small states, have created state-wide housing authorities. With the exception of New York, in which there have been municipal housing authorities established in three cities, and Ohio, where there are seven, the other states have so far seen few cities setting up such authorities. In addition, Los Angeles and Milwaukee may, under their charters, undertake housing projects.

The laws making possible the establishment of municipal housing authorities are very similar in many states. They grant the "authority" power to investigate housing conditions, to issue bonds for financing housing projects, to acquire land by purchase or eminent domain, and to plan, construct and operate housing projects.

Not all of the states, however, give the new power to all of their cities. Colorado restricts the establishment of housing authorities to cities of the first class-- those over 15,000; Montana, to cities of the first or second class--5,000 and over; North Carolina, to cities of more than 15,000 inhabitants. Nebraska, authorizing a housing authority only in cities of the metropolitan class, thereby licenses only Omaha. Tennessee grants the power to establish an authority to Memphis only.

North Carolina has passed legislation creating a State Board of Rural Rehabilitation to be appointed by the governor to study rural conditions and to supervise limited-dividend or non-profit rural development corporations. Fourteen states in all have enacted laws creating state housing boards to regulate limited-dividend housing corporations operating in urban or suburban areas within these states.

Assessors Can't Be Jellyfish

Tax assessors can't be jellyfish and fulfil their duties, Albert E. Champney, director of Wayne County's (Detroit) taxation bureau, told the North Central Conference of Tax Officers at its recent meeting in Detroit (June 27-28). Champney, discussing a sound process of appeals from original assessments, declared that property owners should be encouraged to demand equitable assessments, but the "chiseling and frivolous appeals" should be discouraged by strict requirements of frank disclosure and proof of disputed facts. A tax assessor should realize, he pointed out, that if he could possibly disclose all the hidden taxable wealth in the country and assess it truly, the tax rate would be so much reduced that the benefit would be general.

Assessing officers at the meeting, who came from Michigan, Wisconsin, Illinois, Ohio, Minnesota, Indiana and Kentucky, also heard Dr. Simon E. Leland, Illinois tax commissioner, discuss the possibilities of securing more uniform tax policies in their states through inter-state compacts. Dr. Leland said that unless the states find some method of getting together and removing the conflicting elements from their tax systems, the federal government will do it for them. Judge Charles D. Rosa, Wisconsin, another speaker, described the benefits of the close relationship between the Wisconsin Tax Commission and local assessors toward improving assessment practice in the state.

The conference elected a permanent executive board consisting of Melville B. McPherson, Michigan Tax Commission, chairman; Charles D. Rosa, Wisconsin Tax Commission, vice-chairman; Simon E. Leland, Illinois Tax Commission; Anthony J. Krause, Ohio Tax Commission; John A. Scott, City Assessor, Duluth, Minn.; and Frederick J. Hoeltje, city assessor, Fort Wayne, Ind. Albert W. Noonan, technical director of the National Association of Tax Assessing Officers, is secretary of the board.

Organized this year, the conference of north central assessors plans to hold meetings at six-month intervals at various points in their territory. The next meeting will be held in Wisconsin.

Canadian and U.S. Social Security Bills Compared

Similarity between social security measures of the Dominion of Canada and the United States in that both bring to the fore federal assumption of responsibility for welfare is noted from the current issue of Public Welfare News, issued by the American Public Welfare Association.

In neither country has the constitutional responsibility for welfare been clearly defined--whether the national government or the states should take it over--and in the past, this "No Man's Land" resulted in evasion by the federal government in both countries.

The new 1975 Employment and Social Insurance Act of Canada, however, sets up in the federal government an Employment and Social Insurance Commission to provide for insurance against unemployment; for aid to the unemployed; for other forms of social insurance and security; and for a National Employment Service.

Previous to this time, the federal government in Canada subsidized the employment service and paid 75 per cent of the cost of old age pensions; but mothers' allowances, health and charities were provided for by the provincial and municipal governments. In Upper Canada there never was a law requiring provision of relief to normal, able-bodied people in distress.

The social security act now up for final consideration in the United States Congress is designed "to provide for the general welfare by establishing a system of federal old-age benefits, and by enabling the several States to make more adequate provision for aged persons, dependent and crippled children, maternal and child welfare, public health, and the administration of their unemployment compensation laws..."

The U. S. bill provides for federal grants-in-aid in these various fields, dependent upon the state having acceptable state-wide plans, with state and local agencies for administration and financial participation by the state. Federal administration is divided between the Social Security Board to be established in the Department of Labor, the United States Children's Bureau and the Public Health Service.

State Taxation of Tobacco

During the 1935 state legislative sessions eleven states either revised or passed new tobacco tax laws, according to a study made by the Interstate Commission on Conflicting Taxation, the research agency of the American Legislators' Association. There are now 19 states that have taxes on cigarettes, cigars and other forms of tobacco individually or on all three. The eleven states are Arizona, Connecticut, Kansas, Louisiana, North Dakota, Ohio, Oklahoma, Pennsylvania, South Carolina, Texas and Washington.

Eleven states now tax cigarettes only, two tax cigarettes and cigars, and six states tax cigars, cigarettes and other tobacco products. The administration of the tobacco tax in practically all the states is effected through the use of stamps.

Texas imposes a tax of \$1.50 per 1,000 cigarettes when they weigh less than 3 pounds per 1,000; if they weigh more the tax is increased to \$3.60 per 1,000 cigarettes. Distributors, wholesalers and retailers are required to have permits, paying fees therefor of \$25, \$15 and \$5, respectively. The distributors, who affix the stamps, are allowed a discount of $2\frac{1}{2}$ per cent.

Oklahoma taxes cigarettes at the rate of $1\frac{1}{2}$ cents, 3 cents and 7 $\frac{1}{2}$ cents per package, depending on what the retail price is otherwise, or at the rate of \$1.50 per 1,000 cigarettes. Wholesalers and jobbers pay a permit fee of \$25 and the retailers \$10. A 3 per cent discount is allowed both wholesalers and jobbers for stamp purchases. This is an emergency measure and is effective until June 30, 1936.

Louisiana's amended tax law, which became effective June 12, requires that all tobacco and cigarettes possessed should be stamped. North Dakota's new law relates to the collection of taxes on snuff and cigarettes. Ohio gets into the list of tobacco-taxing states with a flat 1 cent levy on each 10 cigarettes or fraction thereof. Pennsylvania's impost is the same.

One state--South Carolina--revised its tobacco tax law to strike out the requirement that resident tobacco manufacturers must affix tobacco stamps and substituted a requirement that they affix stamps when they sell their products to the consumer.

Were all states to tax cigarettes at the current average rate of \$1.50 per thousand, the total revenue at current production--over 10 billion a month--would approximate \$180,000,000 annually.

Municipal Recreation for the New Leisure

Cities are learning that they have a real responsibility in providing recreational facilities for their people and that this hitherto "infant municipal function" is bound to grow into something larger, according to Weaver W. Pangburn, staff member of the National Recreation Association.

Writing in the July issue of Public Management, magazine of the International City Managers' Association, Mr. Pangburn says that the demand for "municipal recreation" is coming from three sources: the public no longer able to patronize expensive country clubs, athletic organizations and summer resorts during the depression; the public represented in the unemployed; and opinion expressed by social and civic agencies and the press.

Hundreds of communities which before the slump had no organized recreational activities, he notes, have been administering programs financed as emergency employment projects by the FERA, which contributed over 21 million dollars in 1934. Residents of these communities, recognizing their value, are anxious to have them continued on a permanent basis.

A sample survey conducted by the National Recreation Association in 1937 showed that many people were not able to get the kind of recreation they wanted. Among 5,000 men and women, the most common types of activity were inexpensive indoor individual and quiet or passive home pursuits, such as reading, listening to the radio, visiting or writing letters. What they really wanted to do was something different, as was shown in the fact that the ten most preferred amusements listed were tennis, swimming, boating, golf, camping, gardening, music, auto riding, theatre and ice skating--all of which required money.

Although American cities during the past five years have made great advances toward providing some of these "preferred" amusements, Mr. Pangburn remarks that "few cities have attained the accepted standards in facilities and very few in leadership... Not many communities have attained the standard of an acre of parks to every hundred of population."

Social improvements which communities may expect by providing public recreation, says Mr. Pangburn, include the lowering of juvenile delinquency and crime, increased child safety and improved public health records.

Make Taxes Just

First, be just to the taxpayer. That is the prime consideration in any revision of the tax structure, according to Henry Morgenthau, Secretary of the Treasury, writing in the current issue of State Government, magazine of the American Legislators' Association. Mr. Morgenthau is one of eight federal members of the Tax Revision Council which recently met in Washington and which is composed of representatives of state, county and municipal as well as federal governments.

"Independent levying of taxes by all the various taxing authorities without due consideration for the tax structure as a whole," says Mr. Morgenthau, "has often resulted in unfair and uneconomic distribution of the burden. This is unfair and, therefore, affects the very foundations of government. It touches the welfare of the citizen in his daily task of earning a living...Duplicate taxes cause waste, but that is a detail. The greater problem is to restore equilibrium in the tax structure as a whole, in order, primarily, to be fair and just. The waste is not as important as the injustice.

"It is entirely possible that we could attack the problem of waste and solve it without removing the injustice. If we considered the matter solely from the point of view of the efficient tax-gatherer it would become a technical problem. You could summarize it as a question as to how to get the most money with the least expense. Stated in those terms the problem of this democratic government would be no different from that of any ancient tyrant."

To the individual citizen, Mr. Morgenthau points out, taxes are taxes and it makes little difference to him which agency is most at fault for any injustice he suffers. These injustices, he adds, are not merely local in character. "We must guard against injustices," he says, "as between geographic sections of the country, as between commodities, and industries, no less than as between individuals. An unjust distribution of the tax burden immediately creates artificial obstacles, and their disturbing influence is injected into the economic life of the whole nation."

Principles of Tax Balance

With the federal government enlarging its activities as never before in the history of the country, basic principles of political economy are coming to be more and more popularly understood.

In this connection James W. Martin, research director of the Interstate Commission on Conflicting Taxation, last week presented to the Institute of Public Affairs, of the University of Virginia, "certain principles of balance as between the revenue laws of central governments and those of subordinate units of government."

The first of these principles Dr. Martin defined as being adequacy, "a tax system so contrived that each level of government will secure adequate revenues to pay for maintaining those functions of government which are assigned to it." A condition of adequacy, Dr. Martin explained, was a tax system so arranged that each governmental unit might "independently adjust revenues in keeping with immediate needs."

A second principle of balance was defined as "economic and administrative suitability." Since the incomes of large corporations, for instance, are earned over a wide geographical area not clearly defined, it would be unsuitable, Dr. Martin pointed out, for a municipal government to administer the income tax of such corporations. "The principle of suitability," said Dr. Martin, "also dictates that in the assignment of revenues the legal and economic jurisdiction shall be such that the unit made responsible may exercise authority adequate for successful administration."

Because all spending agencies must have "fiscal responsibility," he pointed out, a third principle of balance may be termed "independence and responsibility." Since local governments are likely to consider state aid as "easy money" and because local expenditure of federal funds invites "pork-barrel tactics," it is necessary, said Dr. Martin, "that, as far as possible, every governmental unit responsible for spending public money should be politically liable for imposing taxes to finance the functions thus supported."

A fourth principle was described as embodying "balancing factors," whereby poor states or poor counties might be aided in performing socially necessary activities. Grants-in-aid and centrally administered, locally shared taxes are among these types of local assistance.

1935 Tax Assessing Laws

Thirty-six of the forty-four state legislatures meeting this year gave attention to the subject of tax assessing. Numerous general and many special acts were passed concerning it, according to the July issue of the Assessors' News Letter, issued by the National Association of Tax Assessing Officers.

One of the most unusual acts, in the opinion of Albert W. Noonan, technical director of the Association, was that passed by New Jersey for the purpose of keeping the tax assessors' office as far as possible from political influence. Heretofore, the laws of some New Jersey municipalities gave assessors terms of from one to three years, and "political" appointments and removals were reported to be frequent. The new law grants five-year terms, either appointive or elective. Greater efficiency, due to the opportunity for experience and avoidance of political pressure, is the hoped-for result.

The more than fifty laws represented in the 1935 legislation, as noted by the Assessors' News Letter, range from provisions to create a state tax commission to authorizing the exemption of real estate used for a manufacturing plant.

Among the new provisions are the California law that an official map should be made for each city, showing each block and parcel of land, and that the map, once approved, should be used for assessment purposes, property transfers, etc.; and the Florida law authorizing creation of municipal tax adjustment boards. Two states--North Dakota and Minnesota--created tax survey commissions to make studies of the tax structures, with an eye to revision and improvement.

Little trend is evident toward any uniformity in the tax assessing laws, comments Mr. Noonan. Especially is this true for the practice of exemption. This year a number of states passed laws containing more liberal provisions, while others put back on the tax rolls buildings owned by colleges and universities, and in some cases by religious institutions. A degree of standardization or unification on some aspects of tax assessing is an advantage that may become a necessity later, he observes, if there is to be complete fairness in the taxing system.

New City Services

American municipalities are taking upon themselves a variety of unusual services, as shown in current issues of the United States Municipal News, bulletin of the American Municipal Association and the U.S. Conference of Mayors. Some of them are of emergency duration; others are more permanent.

Tulsa, in the process of immunizing 4,000 dogs against rabies, is allowing free license and serum for all approved poverty stricken dog owners who cannot afford to pay for the treatment. Little Rock, Ark., has adopted an ordinance providing for the service of a veterinarian to vaccinate dogs for rabies prevention when the owner applies for a dog license which costs \$2. The city pays 75 cents for each dog vaccinated.

The Duluth park department has recently completed a survey locating each of the city's 20,944 shade trees, determining residential areas in which there is a lack of trees, and discovering types of trees best adapted to the city's streets.

The council of Fort Worth, Tex. has appropriated \$2,500 for weed eradication, thus releasing property owners of the expense of cutting weeds on their vacant property. Efforts to collect for this work in the past had proved unsuccessful.

Albany is opening a municipal bath for the rehabilitation of citizens suffering from infantile paralysis. Transportation for the sixty or more persons thus afflicted will be provided daily by the Red Cross Motor Corps. A TRNA nurse will have charge of the work, which is under the direction of the city health commissioner.

Cleveland, Tenn. has gone into the gasoline business in an effort to force down prices. The municipal station offers gasoline at 20 cents a gallon as against the 23 cents charged by the oil companies.

Duluth, one of several cities enlisted in the general fingerprinting campaign, makes the service available to all citizens. Prints may be kept, to be filed by the individual, or will be filed with police departments or the civil files in Washington at the printer's request.

Street Cars into Buses

Street cars are being replaced by buses in both large and small cities, according to Public Management, magazine of the International City Managers' Association. One hundred cities over 25,000 population now employ gas or trolley buses as the only means of public transportation. In numerous other cities buses are used as feeders to supplement street cars or to serve areas which have no other kind of public transportation.

Many cities own and operate their own bus systems. Among them are Detroit, Mich.; Seattle and Tacoma, Wash.; San Francisco, Santa Monica and Eureka, Calif.; Phoenix, Ariz.; Coral Gables, St. Petersburg and St. Augustine, Fla.; Alexandria and Monroe, La.; Ashtabula and Youngstown, O.; Radford, Va.; Greenfield, Mass.; Brainerd, Minn.; Hopkinsville, Ky.; and San Angelo, Tex.

New York City in February saw its oldest street car line, established 103 years ago as a horse-car line, turned into bus service. Buses have replaced street cars in Macon, Ga., Wichita, Kans., Lawrence, Mass. and Asheville, N.C. also since the first of the year.

Before a city takes over the operation of buses, it is pointed out, a careful investigation should be made of the area served, type of equipment to be used, capital investment required, personnel and organization set-up, operating costs, and estimated revenues.

If a city decides to award a bus franchise to a private company, it should provide a means of control in the public interest. Among problems arising in connection with letting a franchise for buses are the control over the type of bus to be used--trolley or gasoline operated--and payment to the city by the bus company for use of the streets. The general practice where motor buses are operated under a franchise is to require payment of a percentage of the gross receipts of operation--frequently 3 or 4 per cent.

The franchise, it is explained, should require the operating company to furnish liability; provide for the approval of equipment by the city; provide for compliance with federal, state and city laws or ordinances as to the passenger-capacity, terminals, speed, etc.; and safeguard the city's privilege of making further regulations and rules for operation and supervision of the bus company and the power to extend or cancel permits. The franchise, it is advised, should be either for a fixed short term or should have definite provisions for recapture by the municipality, which later may want to operate and support its own system.

Property Pooling Success in Nome

Planning officials, who often wish for some form of procedure allowing the pooling of properties when a few lot owners object to replatting of badly subdivided parcels of land, see their dreams fulfilled in the case of Nome, Alaska, as an aftermath of the disastrous fire of a few months ago.

Nome's large-scale experiment in voluntary property pooling is reported in the July News Letter of the American Society of Planning Officials.

When the Alaskan city of 1,000-odd population was nearly annihilated by fire last fall, all city records but the tax-roll were destroyed. A survey and plat of the city supplied by B.O. Stewart, commissioner of mines for Alaska, and a couple of boundary markers found in the debris comprised all the survey data re-planning engineers had to work with.

Intending to improve the town in the rebuilding, the planning committee of 15, appointed by the governor of Alaska, recommended a new layout of streets, involving the replatting of properties. A local lawyer who knew every piece of property in the town undertook to collect deed agreements, to make the new land valuations, and to draw up new deeds. Property owners co-operated in a communal spirit and all property transactions were by word-of-mouth and trust of the lawyer in charge. Mining companies and lodges located in the town contributed properties toward the general pool, thus enabling every private owner to obtain a slightly larger property in the redistribution of parcels.

In re-planning, former errors and deficiencies, which were generally known and recognized, were permitted to be rectified by common consent.

The Nome experiment is an interesting one, it is pointed out, since in this country there is no legal means available to compel dissenting property owners to agree to a replatting plan. Where private properties are involved, one owner has frequently been able to prevent many from rearranging all lands for their best and highest use.

New State Gasoline Tax Legislation

While the gasoline tax was spending its sixteenth birthday earning some \$565,000,000 for the states from the consumption of almost 15,500,000,000 gallons of this energy-producing essence, the various state legislatures were doing what they could to make the law more popular and, with one exception, the tax rate, itself, more in line with general practice.

According to a tabulation just made by the American Legislators' Association, four states, during the 1935 legislative sessions, raised the tax one cent: Delaware and Pennsylvania from 3 to 4 cents; Nebraska from 4 to 5 cents; and Florida, from 7 to 8 cents. Florida's tax is now the highest, and is much higher than what might be called an average tax for all the states--around 4 cents. One state--Tennessee--charges a tax of 7 cents; one state has a rate of $6\frac{1}{2}$ cents; five states have 5-cent rates; 17 have 4-cent rates; and 10 states, 3-cent rates.

Exemptions, broadened definition of the gasoline tax laws and a few unusual provisions are features of the 1935 gasoline tax legislation.

Exemptions generally favor principal industries in those states allowing them. Kansas has exempted from the tax gasoline used in interstate aviation. North Dakota exempts farm machinery and Oklahoma allows a refund for tax on gasoline used for agricultural purposes. Maryland refunds the tax on gas used for motor boats. Two unusual exemptions are noted in the ALA report: Oregon refunds the tax on fuel used by vehicles owned and operated by municipalities of 100,000 population and over (meaning Portland, only); and Utah exempts from taxation gasoline made from Utah coal shales. Two more new exemptions are noted: Wisconsin exempts industrial users, and South Dakota, motor buses operating exclusively under franchise within city limits.

Michigan has broadened its definition of gasoline to include blended products and any liquid used for the propulsion of motor vehicles, airplanes or motorboats. Montana now defines gas as any fuel capable of operating vehicles on highways. Washington specifically places a $\frac{1}{4}$ -cent tax on each gallon of fuel oil or diesel oil produced.

Other features of the 1935 gas tax laws are found in Arkansas and Indiana. The former state has provided that in cities or towns or the area within 500 feet of the state line the tax charged in the neighboring state shall be collected in Arkansas. Indiana has made gas tax payments a lien on the distributor's property, a provision found in a number of other states.

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State Planning Legislation --- 1935

Recent passage by the Florida legislature of a law creating a state planning board brings to 28 the total number of states which have made statutory provision for the direction, with modern techniques, of their economic and social futures, according to a statement of the American Society of Planning Officials.

By far the greater bulk of this legislation took place during the 1935 legislative sessions, a total of 25 boards or commissions having been established.

The Florida Act contains the provision that the state planning board shall provide a master plan for the physical development of the state. Power to create county planning boards is another feature. A clause giving the board power to promote public interest in its program and aims, a provision not a part of most state planning acts, is included in the Florida Act.

Kentucky, Maryland, New Jersey, Washington, Wisconsin, and Washington, D. C. had passed legislation in 1934 or earlier, to establish permanent planning boards. This year all but three of the other forty-two states--Delaware, Mississippi, and South Carolina--have either passed state planning bills or had them introduced. The governor of Michigan vetoed the bill which came to him for signing, on the somewhat contradictory grounds, it is pointed out, that the board had accomplished its purpose and the Federal Government had not indicated what it expected of the board.

Three states--Georgia, Nebraska, and West Virginia--appointed new planning boards which are of a temporary nature. Virginia contemplates a statute in 1936, a resolution having been provided to bridge over for this year. Massachusetts has not yet indicated final intention in the direction of a state planning law.

"A planning map of the United States today, compared with one indicating the extent of planning interest and action in the country only two years ago, reveals a strikingly developed and widened interest in this phase of governmental activity," comments Paul P. Oppermann, assistant director of the American Society of Planning Officials. "The number of state planning boards has increased from 2 to 28 in this short period. The growing unity and increasing cooperation now extending across the boundaries of the various governmental areas and regions is seen in the growth of the county planning movement and in the formation of regional planning boards. Perhaps the most unusual activity and interest is that being displayed in the far West, notably in the states of Washington, Oregon, and California."

The American Civic Association and the National Conference on City Planning, two of the most influential organizations concerned with planning in this country, have recently consolidated. The new organization has announced that it will continue to devote its activities to promoting public interest and education in all phases of city, state, county, and regional planning.

Political Science - Study of Government

Acquainting the People with Government

Round-tables and institutes on government are becoming an increasingly effective and widespread method of bringing current governmental problems, local, state and national, before the people, notes Robert M. Paige, secretary of the Governmental Research Association.

Mr. Paige calls attention to one of the newest of such a series--the Institute of Public Affairs in session at the University of Denver this summer. Divided into five subject groups, the Institute offers its sessions on government for two weeks, beginning July 22. The first week will be devoted to reform in American government, when various national leaders will discuss such topics as the relation of government to business, regionalism in the evolution of American government, the relation of state and federal government and new movements for the reorganization of state and local governmental units. Frank Bane and Burdette G. Lewis, of the American Public Welfare Association, will be among speakers. The second week's discussions will center around world affairs. Teachers of social sciences, leaders in community affairs and lay citizens are participating in this Institute.

Among other universities which have become centers for similar plans enabling intensive study of governmental problems within a brief space of time are the University of Virginia, the University of Southern California, Wellesley College, Southern Methodist University in Dallas, Tex., Emory University at Atlanta, Ga. and the University of Oregon at Eugene. The University of Virginia this year held its ninth Institute of Public Affairs. Wellesley just completed its third Institute for Social Progress, with attendance by people in industry, business, teaching, engineering, home-making and farming. An "institute" of shorter duration is the two-day session on public affairs held each year in Louisville, Ky. under sponsorship of the University of Kentucky and the University of Louisville.

"The complexity of modern times makes it impossible for persons concerned with the welfare of their communities--whether as teachers or citizen-leaders--to give critical personal examination to all phases of government," says Mr. Paige. "For this reason, these round-table gatherings with leaders in the various fields are valuable as a way of pooling information and ideas on means of improving the social and governmental structure."

Training Police in College

College-trained policemen, with A.B. degrees, will come out of the University of Wichita, in Kansas, within the next two years, as a result of a plan to be inaugurated this fall by the college's political science department.

Courses in police training, which have been given at the municipal university with the cooperation of O.W. Wilson, Wichita chief of police, will be worked into a cadet plan, according to the Police Chiefs' News Letter, official bulletin of the International Association of Chiefs of Police.

Under the plan junior students 21 years of age who have signified their intention of entering the police service and who have passed the tests of the Wichita police department will be made police cadets during the last two years of their college course. They will carry 12 hours of college work, majoring in political science, and will work as policemen half time. For four hours duty a day, the police cadets will receive \$50 per month. Students who complete the course will be given police certificates and efforts will be made to place them with police departments in the state and elsewhere.

The training course, according to Chief Wilson, is designed to give supervised training and instruction in the general knowledge which is of practical, everyday utility in the enforcement of law and the preservation of peace; to provide a foundation for the more specialized skills used by the different divisions of modern crime fighting units; and to give general basic training for those men who in the future may become police executives.

College students with ambitions toward the police profession may go for training also to San Jose State College, in San Jose, Calif., for a newly organized two years' course in police work.

Establishment of this kind of training to improve police standards is in line with the summer school of twelve weeks arranged for local and state police in the service, to be in session in Washington, D. C., beginning July 29, under sponsorship of the Bureau of Investigation, U. S. Department of Justice.

The first part of the report deals with the general situation of the country and the progress of the work during the year. It is followed by a detailed account of the various projects and the results achieved. The report concludes with a summary of the work done and the plans for the future.

The work has been carried out in accordance with the programme of work approved by the Council of the League of Nations. The results of the work are set out in the following table:

Project	Progress	Results
Project A	Completed	See page 15
Project B	In progress	See page 16
Project C	Not started	See page 17

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The Status of the State Income Tax

State income taxes, those bêtes noires of the expert intent on ironing out the conflicts in tax systems as between the various levels of government, continue to fortify their positions in the tax structure of the nation. According to a study just completed for the Interstate Commission on Conflicting Taxation seven states, during the legislative sessions just closing, passed laws making the income tax--either personal or corporate or both--a new source of state revenue. Fourteen other states revised existing income tax laws, and one state, Colorado, provided for submitting to popular vote at the next general election a constitutional amendment permitting income tax legislation.

The state income tax, the Commission staff points out, is being invoked in large measure, to make up the losses sustained by declines in collections of property taxes. In 1932 property tax revenues collected by the states aggregated \$323,000,000. Had state income taxes been in force in the states now having them--34 in all--during the entire year of 1934, the Commission staff estimates that 1935 collections from this revenue source would be around \$300,000,000. This estimate is based on actual previous years' collections made in those states where the income tax has been in force for some years, and upon probable collections in the other states, taking into account an approximate 20 per cent increase in income tax revenue in 1934 over 1933.

With an estimated drop of 20 per cent in general property tax collections since 1932, the states, it is pointed out, must find new sources of revenue. Since the income tax is becoming increasingly used as that new source of revenue, the Commission staff emphasizes the growing need of adjusting it so that both the states and the federal government may use this device without undue injustice to the individual taxpayer.

Of the new income tax laws passed, the corporation tax laws of California and Pennsylvania and revisions in the New York law are of particular interest, because of the large sums involved.

The California law prescribes that with the exception of financial institutions, and corporations specifically exempted by the state constitution, every corporation must pay a tax of 2 per cent on its net income, the minimum tax being \$25. Financial corporations may offset personal property taxes paid, but the final tax must not be below 2 per cent of the net income or the minimum tax of \$25.

The Pennsylvania measure imposes a 6 per cent tax on net income of corporations for two years. The act does not apply to banks or mutual and certain other insurance companies. The net income is to be considered the same as that reported to the federal government, less deductions for taxes paid.

An unusual feature of the New York law is the application of the business income tax to unincorporated business at a rate slightly lower than that applying to corporations. This is entirely new in American income-tax practice. There also is an allowance requiring gains from wagering to be included in gross income, as well as the deduction of losses equalling the amount of gains.

Control by Cooperation

The success of railroad regulation by federal and state utility commissions working together is held up as an object lesson in cooperation between two levels of government in the July issue of State Government, official magazine of the American Legislators' Association.

Control over interstate railways has been centralized in the hands of the federal government, with the extension of federal authority over service, corporate organization and finance, and intrastate rates which discriminate against interstate commerce. But, it is pointed out, although centralization of authority has the decided advantage of enabling the federal government to formulate and carry out a national regulatory policy, it does not satisfactorily solve the very real problem of conflicting national and local interests. Here the state utility commissions contribute.

Cooperation in the railway field is an outgrowth of joint action developed informally and without legal sanction shortly after the Interstate Commerce Commission was created in 1887. Practical problems, such as the uniform classification of freight, accounts and statistics, and valuation, were worked on cooperatively by the state commissions and the national commission. Legal basis for this cooperation was provided in the Transportation Act of 1920; later an agreement was made to cooperate on rate cases. Less formal methods, still on a cooperative basis, are used in the regulation of car service and extensions and abandonments of lines.

It has become the settled policy of the Interstate Commerce Commission to invite the assistance of the state commissions, both in cases involving specific maladjustments between interstate and intrastate rates and in general rate investigations covering the whole country. In the eight years from 1926 to 1933 the state commissions cooperated in 211 proceedings involving the relationship between interstate and intrastate rates. In addition, there has been active cooperation, usually through committees representing large groups of states, in most of the general revenue and rate structure investigations conducted since 1920.

Advantages of the joint action are seen in the avoidance of conflict between the state and federal commissions, the federal commission following the practice of giving the state commissions every reasonable opportunity to remove rate disparities voluntarily; and in the fact that general rate adjustments made in this way conform more closely to the requirements of local situations.

Occasional partisanship shown by the state commissioners, slowness in handling some of the cases and unwillingness of some state commissions to cooperate are among the difficulties the system has had to face in matters of rate control.

Nevertheless, it is commented, "despite its defects and limitations, cooperation stands as a practical mechanism for governmental control in a dual system of government, worthy of further trial both in railway regulation and the control of other subjects of interstate commerce."

"Public Cleansing" Conference

Not all the international conferences in which the United States participates concern themselves directly or indirectly with questions of war, peace and political problems. Without ballyhoo or high-powered publicity Americans journey to the European continent each year to participate in such prosaic gatherings as those having to do with public administration.

Three nationally known engineers and public works officials will, in August, attend the Second International Congress for Public Cleansing to be held at Frankfurt-on-the-Main, Germany. They are William J. Galligan, assistant superintendent of streets, Chicago, and chairman of the joint administrative board of the American Society of Municipal Engineers and the International Association of Public Works Officials; Harrison P. Eddy, Jr., consulting engineer of Boston and president of the American Society of Municipal Engineers; and Alfred E. Roche, commissioner of public works of Troy, New York, and president of the International Association of Public Works Officials.

These two American societies, through their joint secretariat at Chicago, point out that "public cleansing", including as it does in this country street cleaning, garbage collection, snow removal, refuse collection and similar activities, is by no means a non-technical function of public administration. "The general public," the secretariat emphasizes, "is likely to take these more or less prosaic services as a matter of course: jobs to be done by a city as many a housewife does her dishes--when she has nothing more important to do. Yet all these services require technical skill and knowledge of a high degree if garbage collection, street cleaning and the like are to be performed in an efficient and economical manner."

The first International Congress for Public Cleansing was held in London in 1931 under the patronage of Her Majesty the Queen of England. The second congress will be held August 19 -- 23 under the patronage of Dr. Frick, Reichs and Prussian Minister of the Interior. The honorary committee is composed of the leading public works officials and engineers from Germany, Belgium, Denmark, Danzig, Finland, France, Great Britain, Italy, Luxembourg, The Netherlands, Austria, Poland, Sweden, Switzerland, Spain, Czecho-Slovakia, Hungary and the United States.

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News Bulletin of
PUBLIC ADMINISTRATION CLEARING HOUSE
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National Association of Attorneys General
Establishes Secretariat in Chicago

Attorneys general of the 48 states will establish a clearing house of legal opinions in Chicago in the fall, according to an announcement made today by Henry W. Toll, speaking for the National Association of Attorneys General. The secretariat will be set up in conjunction with the Council of State Governments, of which Mr. Toll is executive director.

Suggestion for the move was made two months ago, when the National Association of Attorneys General held its first regional meeting in history at Hartford, Conn., to consider interstate compacts and administrative agreements among the eastern states.

Massachusetts' Attorney General Paul Dever, commenting at the time on the need for such a clearing house, said: "We need some agency through which attorneys general can easily exchange ideas and information on the important questions which they must decide in the near future. Among these are the problem of the taxation of stock held by the Reconstruction Finance Corporation and the problems arising out of old age or unemployment insurance systems."

The move is seen by Mr. Toll as evidence of a closer working union of the state officers whose job it is to untangle legal conflicts between the states and their residents. Especially valuable, in Mr. Toll's opinion, is the possibility of the attorneys general supplying needed advice and assistance on the legal aspects of regional compacts and interstate agreements on crime control, parole and probation.

The National Association of Attorneys General will house its secretariat in the same building with Public Administration Clearing House, the American Legislators' Association and 15 other organizations of municipal and state governmental officers interested in improving governmental administration.

What About Slum Clearance?

Repeated requests for information on the full effect of the "Louisville decision" on slum clearance developments have led the National Association of Housing Officials to emphasize Secretary Ickes' statement that such PWA projects will be carried forward under one of several alternatives. Obviously the situation would be simplified should the Supreme Court, on an appeal of the case, reverse the Appellate Court's decision.

As Secretary Ickes pointed out immediately after the Sixth District United States Court of Appeals had ruled that the federal government could not acquire land for slum clearance projects through condemnation, there are open to the federal government these means: acquisition through direct purchase of vacant sites or property held by one or at the most by but a few individual owners; or acquisition by local authorities of property which can then be transferred, in title, to the federal government.

Where local authorities have no such power of condemnation, the association considers it will be "almost inevitably necessary to look for vacant land sites, where ownership is usually confined to one or to a few persons." This shift in procedure may become general "because of the difficulty of assembling by negotiation the parcels of a tract that is owned by many different individuals." There is some advantage in such a shift, in that no demolition will be necessary and title to the land can be secured more quickly by dealing with a single owner.

"Since the number of such sites to be found in in-lying districts is limited," the association statement continues, "housing developments under this program will in many cities tend to be in the outskirts." This need not alarm slum-clearance advocates, the association says, since, if the slums are drained of their inhabitants through housing projects in outlying sections, the values of the buildings will diminish and owners will be more willing to demolish them.

Another procedure may be available, the association points out, in addition to those mentioned by Secretary Ickes. Several states, anticipating a possible adverse decision in the Louisville case, passed laws granting to the federal government the right to condemn under state statutes.

State laws empowering local public bodies to undertake housing developments have been passed in New York, Ohio, Michigan, Illinois, Kentucky, South Carolina, New Jersey, Maryland, the District of Columbia, Delaware and West Virginia. Under these laws housing authorities have been set up in 21 cities. City charters have been amended in Los Angeles and Milwaukee establishing municipal housing commissions or their equivalent.

New York Cities Reform Pension Practices

New York State Conference of Mayors, completing a three-year survey of the pension practices of cities in the state, finds that not one of the seventy municipal funds studied had enough money in it to pay pensions of all the policemen and firemen eligible for retirement. One city had only 17 per cent of what it needed to meet all obligations.

A number of cities have profited by the findings, and are placing their police and fire pension funds in the New York State Employees' Retirement System. In others, city officials are requesting that the pension surveys be brought up to date, and the mayors' conference is arranging for a permanent system of authoritative actuarial consultation on local pension problems without cost to the municipalities.

Early pension laws of New York City and other municipalities of the state required no contributions from employees and operated without building up any reserves. Pensions were regarded as charity, and half-salary when a policeman or fireman reached the retirement age did not seem costly. Special taxes, license fees and other moneys collected by the departments supported the fund. By 1910 the majority of the pension funds required some contributions from employees, but the matter of reserve funds was still ignored. The unscientific pension funds began to show up at their worst in the depression, when the flattened municipal pocketbooks failed to take care of the growing retirement lists.

Watertown was the first of the 70 cities to have an actuarial survey made by the New York Conference of Mayors, in 1931. This city is among a number which have attempted to improve their situations. Rochester, Syracuse and Binghamton have closed their old pension funds and offer new policemen or firemen membership in the New York State Employees' Retirement System. Thirty-two cities are considering plans either to place their police and/or fire pension funds on a sound actuarial basis by local action or to enter them in the state retirement system. Two cities which had had no provision at all for police and fireman retirement have made provision to enter the state system also. Village officials sponsored in the 1935 legislature several bills designed to make more rigid entrance requirements into police pension funds and also to increase from two to three per cent the rate of salary contribution by members.

The New York Conference of Mayors predicts that, within the next five years, practically every local pension fund will have been placed on a sound actuarial basis by local action or will have effected a solution of the problem by entering the State Retirement System or by providing for the eventual extinction of local funds by barring all new entrants.

Aid for the Children

Provision for a \$24,750,000 appropriation to aid the states in caring for dependent children, as one element of the federal Social Security Bill now before congress, is noted as significant of new social responsibilities by the American Public Welfare Association in its July bulletin, Public Welfare News, devoted to discussion of the entire bill.

This appropriation, to be used on a 33 1/3 per cent basis in states having an acceptable plan for aid to dependent children, nearly doubles the amount expended in 1934. A total of \$37,487,000 was spent for this purpose in 1934 by states having laws in effect, over \$31,000,000 coming from local funds and less than \$6,000,000 from state funds. The number of families receiving aid was approximately 110,000, including 280,000 children. According to FERA statistics, about 7,400,000 children under the age of sixteen years are now living in families on relief, and it is also estimated that at least 358,000 of the families receiving relief have no male breadwinners. Although 45 states have mothers' aid laws designed to keep young children with their mothers in their own homes through cash grants, these grants are not actually made in half the counties, the Association notes. The grants are often pitifully low, sometimes only \$8 or \$9 per month; eligibility to receive them is restricted, and the waiting lists are long.

The Social Security Board will attempt with the \$24,750,000 appropriation to extend the areas where aid is granted by enforcing state-wide plans, and to increase the proportion of families reached, the adequacy of grants made, and the efficiency of administration. With the federal government proposing to turn back to the states the responsibility for unemployables, the number of families for whom pensions should be provided will be more than doubled, the bulletin points out.

To improve health services to mothers and children, especially in rural areas, an appropriation of \$3,800,000 is written into the bill. The U. S. Children's Bureau is to allot each state \$20,000, plus an amount proportionate to the live births, plus an amount allotted according to the financial need of the state. Supporting evidence for the size of this sum lies in the serious increase noted in malnutrition in certain areas of the country and in the mounting infant mortality.

In another quarter--care of mothers and of children with physical handicaps--an appropriation of \$2,850,000 will assist the states in developing diagnostic services, medical treatment and convalescent care. The number of children in need of such care is not known, the bulletin comments, but state-wide surveys indicate from 300,000 to 500,000 crippled children in this country.

To cooperate with state public welfare agencies in establishing, extending and strengthening welfare services for the care of homeless, dependent and neglected children in danger of becoming delinquent, the Children's Bureau is granted \$1,500,000. It is estimated that there are approximately 300,000 dependent and neglected children, plus about 200,000 who come before the courts as delinquents. Child care services have been badly neglected in the less populous parts of the country, it is pointed out, so the bill lays special stress on their development in the predominantly rural area.

Cities Seek Improved Sanitation

Through ordinances and other means American cities are doing much to advance public health, according to the United States Municipal News, bulletin of the American Municipal Association and the U.S. Conference of Mayors. Here are a few examples:

Flint, Mich. has an ordinance designed to prevent the distribution of impure ice. Inspection is paid for by license fees, under which each producer or source of supply will pay \$20 a year, each dealer \$10, each vehicle delivering ice \$2 and each ice station \$1.

Richmond, Va. has passed a barbershop ordinance designed to improve sanitary conditions in barbershops and beauty parlors. It prohibits the use of powder puffs, sponges and alum or other astringents in stick form; forbids barbers and beauty parlor attendants to serve persons suffering from contagious disease, and requires the use of a fresh towel for each customer. The ordinance also prohibits the use of a barbershop or beauty parlor for sleeping purposes. Violations are punishable by a fine of \$2 to \$25, and every day on which the offender fails to comply with the requirements constitutes a separate offense.

To reduce the rate of syphilis in Dallas, all food handlers are required to have Wasserman tests before health cards, authorizing them to work in public places, will be issued them.

Electrical engineers in Schenectady, N.Y. are working on an electrical garbage disposal device which they claim may displace present methods of garbage collection. The device is a grinder installed under the kitchen sink and driven by a one-fourth horsepower motor. Kitchen waste, placed inside, is shredded by knives and reduced to a fine pulp which is flushed by water into the sewage stream and carried away as ordinary sewage.

Columbus, O. has adopted an ordinance taxing wells drilled for air-cooling systems. The ordinance provides that firms drilling wells must not allow any type of water which would damage the sewerage system to be poured into the sewers. This is made necessary, since air-cooling systems often use sulphur dioxide as a refrigerant. Effluent water from such systems must be discharged into specially drilled wells or septic tanks.

Long Beach, Calif. has a new milk control ordinance prohibiting the importation or sale of cream produced by cows which have not successfully passed tuberculin tests.

The Fiscal Agent's ABC

X, Y and Z, those unknown quantities of so much use to the engineer and the mathematician, have no place in the municipal finance officer's terminology ABC. In fact, this fiscal agent of some 175,000 governmental units gets along with only 20 letters with which to explain all the terms he should know to run his business in top-notch fashion.

From a 34-page terminology booklet recently prepared by the National Committee on Municipal Accounting and circulated by the Municipal Finance Officers' Association the following ABC's, containing 20 fundamental terms with which the finance officer must be acquainted, have been selected:

Audit -- Generally, an examination of the subject matter of the accounting in all its financial aspects including, so far as the several classifications of accounts may be involved, the verification of assets, liabilities, receipts, disbursements, revenues, reserves, and surplus, and their application, in such detail as may be necessary, to permit certification of the statements rendered and of the accountability of the fiduciary parties.

Budget -- An estimate of proposed expenditures for a given period or purpose and the means of financing them, as expressed in appropriation and revenue acts, ordinances or resolutions.

Cash -- Money, including currency and other forms of exchange, on hand, on deposit in a bank, or with an official or agent designated as custodian of cash.

Deficit -- The excess of the liabilities and reserves of a fund over its assets; or the excess of the obligations, reserves, and unencumbered appropriations of a fund over its resources.

Expenditures -- Outlays for all purposes, including expenses, provision for retirement of debt, and capital outlays.

Fund -- A sum of money or other resources set aside for the purpose of carrying on specific activities or attaining certain objects in accordance with special regulations, restrictions or limitations.

Grants-in-Aid -- Donations or contributions, usually by a superior governmental unit, for specified purposes, such as the support of some institution in which the public is interested or which is devoted to the public welfare.

Inventory -- A detailed list showing quantities, descriptions and values of property.

Judgments -- Amounts due to be paid or collected by a governmental unit as the result of court decisions, including condemnation awards in payment for private property taken for public use.

Liabilities -- Debts or other legal obligations not in dispute arising out of transactions in the past, which must be liquidated in cash or renewed or refunded upon some future date. The term should be confined to items payable but not necessarily due.

Maintenance -- Expenditures necessary to keep an asset in condition for use or occupancy.

Note -- An unconditional written promise signed by the maker to pay a certain sum of money, at a fixed or determinable future time (payable); negotiable instruments of a promissory nature which are payable to a governmental unit, either directly or by endorsement (receivable).

Overhead -- All those elements of indirect cost necessary in the production of an article or the performance of a service, which are of such a nature that the amount applicable to each unit of product or service cannot be determined readily or accurately.

Project -- A unit of construction work the cost of which is accounted for separately from other work. It is usually financed by bond issues or budget appropriations.

Revenue -- Additions to cash or other current assets which do not increase any liability or reserve, nor represent the recovery of an expenditure.

Standard Cost -- What the cost of performing an operation or producing a product should be when labor, materials and equipment are utilized efficiently under normal and reasonable circumstances.

Taxes -- Compulsory charges levied by a governmental unit against income or wealth of persons, natural or corporate, for the common benefit of all the residents of a governmental unit.

Unit Cost -- The cost of a unit of product or service. For example, the cost of a square foot of pavement or of a ton of asphalt.

Voucher -- A document certifying a certain transaction, especially a written form attesting the propriety of the payment of money.

Warrant -- A draft upon the treasurer for the payment of money. It may be payable upon demand, in which case it usually circulates as same as a bank check; or it may be payable only out of certain revenues when and if received, in which case it is a short-term obligation and a part of the floating debt.

The reason for "coming to terms" was a logical one. Hitherto there has been no standard terminology for this municipal function, and those who carried it out found that they often spoke different languages. This unification of the terminology is expected to go a long way toward improving municipal accounting practice.

Regarding Tax-Exempt Securities

Investors having more than \$2,000,000 capital can make substantial savings in income tax payments by buying tax-exempt securities, a situation which makes a strong case for President Roosevelt's recent suggestion that the tax-exemption provision be eliminated from all federal, state and local securities by constitutional amendment. This point of view is presented in the current issue of the Governmental Research Bulletin, published monthly by the Governmental Research Bureau.

"Public finance authorities," the bulletin recites, "have long pointed out that tax-exempt securities provide an important avenue of tax avoidance under a net income tax at progressive rates." Making the assumption that a 5-per cent taxable security is equivalent to a $3\frac{1}{2}$ -per cent tax-exempt security as far as the elements of risk are concerned, the bulletin concludes that income on \$15,000,000 of capital invested in taxable securities would be liable for a payment of 55.48 per cent in federal income taxes (1932 rate with a personal exemption of \$2,500), whereas income on that same capital, invested in tax-exempt securities, would be diminished by only 30 per cent. The reason for this is that the difference between income from taxable securities at the 5-per cent rate and income from tax-exempt securities at the $3\frac{1}{2}$ -per cent rate would impose a penalty on the investor amounting to the 30 per cent, no actual tax being paid.

The study further reveals that \$200,000 invested in taxable securities, and yielding \$10,000, would be subject to a tax of \$480, or a rate of 4.8 per cent, whereas the income from tax-exempt securities would yield but \$7,000. The difference between the two net incomes being \$3,000, investment in tax-exempt securities would, in effect, impose a tax of 30 per cent. This rate would be the same for all income yields from tax-exempt securities, since it is the difference between the incomes produced at 5 and $3\frac{1}{2}$ -per cent, respectively. At a capital investment of \$2,000,000 there would be little difference in yield for the investor between taxable and tax-exempt securities.

State and local governments now resisting any exemption of their securities, the bulletin points out, might find it to their great advantage to accept such an amendment as is proposed because of the increasing circulation of HOLC, RFC and other tax-exempt federal securities.

Recruits to Interstate Cooperation

Establishment of official agencies of interstate cooperation in 23 of 44 states in the last four months of their legislative sessions is noted as an encouraging approval of the "talk it over with your neighbor" method of dealing with interstate problems by State Government, magazine of the American Legislators' Association. Pennsylvania and New Hampshire are the newest to join the list of seven states which have set up permanent Commissions on Interstate Cooperation. In addition, sixteen other states have appointed legislative standing committees for this purpose.

The first answer to the call for such agencies, made by the Interstate Assembly in March, 1935, was answered by New Jersey. Next in turn to vote them were Colorado, Nebraska, North Carolina and Florida. New Hampshire, on the last day of its 1935 session, became the first state to create such a Commission by law, the other permanent commissions having been created by joint resolution.

Members of the New Hampshire commission representing the governor include the secretary of state, the attorney general, the governor's councilor, the assistant to the state tax commission and the chairman of the state planning commission. In Pennsylvania, the executive appointees are the secretary of state, the attorney general, and the heads of the departments of labor and industry, internal affairs and welfare.

"The combination of leading legislators and officials in these and other state commissions," comments State Government, "makes it possible to contact a state government as a whole--something which has never before in the history of interstate relations been possible. Through their membership the entire field of interstate relations can be reviewed and numerous cooperative actions can be inaugurated."

It is pointed out that since these commissions cannot include all the skill and knowledge of a state government among fifteen members, they are empowered to call for expert advice and assistance from various state departments. Sub-committees of these groups, already at work, have invited representatives of interested state departments or legislative committees to participate in their deliberations. Conferences are to be held between administrative officers of different states.

While the Commissions on Interstate Cooperation are not attempting to monopolize interstate relations, State Government comments, they are serving as starters on the motor of interstate amity.

To Protect the New Sport of Bicycling

Bicycling is beyond the faddist stage and is fast becoming a re-established custom, according to the United States Municipal News, bulletin of the American Municipal Association and the U. S. Conference of Mayors, which reports that a number of cities are reviewing and revising "old-fashioned" ordinances on the subject.

The police commissioner of Detroit says: "Bicycle ordinances drafted before the automobile age were designed to protect the pedestrian; now it is the cyclist who needs protection." In his opinion, bicycles should be registered with the secretary of state's office, just as automobiles are, and a bicycle rider should be required to pass an efficiency test before he can get a license.

With the thought of protecting the bicyclist, Minneapolis last year repealed its 1863 ordinance prohibiting the riding of wheels on sidewalks. Gary, Ind. is considering a like move.

Milwaukee council recently considered an ordinance providing that bicycle owners register the number, make and type of their machines in the city clerk's office. For a fifty-cent fee they would be given two numbered metallic tags, one of which would be put on the bicycle and the other carried by the rider as proof of ownership. The tags would be good for the life of the bicycle.

San Diego, Calif. council has framed a bicycle license ordinance requiring license plates and payment of a 50-cent fee. Twenty-five cents would be charged for transfers and renewals. It is estimated that the ordinance would affect 15,000 bicycles. A similar ordinance in effect for several months in Los Angeles is said to have reduced thefts 45 per cent.

In Chicago the mayor and the park commission are studying ways to make riding safe for bicyclists by providing paths and roadways. One project proposed is the construction of 100 miles of cycle paths through the Chicago park district, with possible aid from federal work-relief funds. Another suggestion made is to build, at low cost, cycle paths on the six-foot dirt shoulders of the modern county concrete highways. It is also proposed that certain county roads little used by motorists be mapped out for cyclists.

Looking at the City of Tomorrow

Too many professors of history, who deal with the past, and not enough professors of the future are a fault in our social planning today. William F. Ogburn, professor of sociology at the University of Chicago, makes this statement in an editorial in the August issue of Public Management, magazine of the International City Managers' Association. As one proof he points out that cities which grow the fastest have on the average the smallest ratio of police to population. The probable explanation for this, he says, is that budget makers tend to view police needs in terms of the past rather than in terms of the future.

"Human beings seem to be going through life looking backward," he adds, "traveling as it were in a car at a rapid pace through the open country more or less in a fog, with every passenger, including the changing drivers, looking from whence they came, with only an occasional glance forward. The past is a satisfactory guide in a stationary society but hardly in a changing one."

Prof. Ogburn, quoted as a "professor of the future," lists five probabilities about cities of significance to those who deal with their governments:

1. Cities will not grow in population as much in the future as they have grown in the past. There will be fewer foreign born in the population, but more education will be needed. The slowing up of the city growth will mean a loss of unearned increment that comes to entrepreneurs now established in cities, especially real estate owners.
2. The population of cities will continue to spill over into adjoining territory because there will be faster and safer travel and perhaps cheaper communication rates. The economic area of a city may be many times greater than its political area, so to speak, unless the city government spreads outward also.
3. There will be another business depression in the 1940's, at which time all incomes will be cut down except those of governments, which will have to be increased. The debt burden will again be heavy because of falling prices.
4. It looks as though we shall in the near future have the strange phenomenon, never before seen in this country, of business prosperity with a large volume of unemployment.
5. With the continued centralization movement in our country, cities will be drawn into closer relations, political and governmental, with the federal government. Along with the continued expansion of executive functions, governments are likely to be concerned more not only with business but with individuals and human welfare.

Improving the Highways and Byways

Roadside control is fast becoming recognized as a valuable weapon in the campaign to protect our main and minor traffic-ways from disfigurement and from uses for which they were not intended, according to Walter H. Blucher, executive director, American Society of Planning Officials.

In some places rural zoning is the measure in use. In others, billboard and outdoor advertising control are doing the trick.

California has a number of counties which are active in putting into practice applications of zoning permitted them by state enabling legislation. San Mateo County, in 1932, included in its county zoning plan a provision for protecting the land adjoining its highways against the erection of billboards and other scenic obstructions. Other counties, following, are controlling the use of 200 and 300-foot strips on either side of the middle of their highways.

Over a dozen states have laws which provide control over the land adjacent to highways, Mr. Blucher says, although most of this legislation is limited to control of tree planting or removal or other landscape improvement.

Another dozen states have some form or other of outdoor advertising control which limits billboards. The recent Massachusetts Supreme Court decision that the state department of public works could regulate the location of billboards is an indication that the constitutionality of these laws is being upheld.

Mr. Blucher also calls attention to the 21-mile "freeway" to Norris Dam established by the TVA which "prohibits the erection of billboards, signs or business structures of any kind." Adjacent property owners are permitted to allow fields and meadows to overlap the road right-of-way, thus merging the freeway with the countryside and preserving the rural character of the road. Land, either private or public, to a distance of 250 feet on both sides of the road is controlled by the Authority.

"England," comments Mr. Blucher, "has for some years been devising educational and legal means to help preserve the rural landscape. Roadside control on a national basis is now being considered by parliament. We might well follow a similar lesson in this country."

Public Works -- Profession or Relief Vehicle?

Public works--one of the professions or simply a vehicle for the distribution of relief?

This question is one of great concern to all engineers and public works officials, according to the Joint Secretariat of the American Society of Municipal Engineers and the International Association of Public Works Officials. In making an appeal to its members and friends to move toward the cultivation of a sound public attitude toward public works, the joint secretariat finds "great danger that the general public will think of public works as an emergency operation, to be undertaken only when employment in other fields is scarce, rather than a normal phase of economic life." Such an attitude, the secretariat emphasizes, must be avoided if "sound public policies are to be assured."

Reason for the public confusion at present, the secretariat states, may be found in the fact that "public works" has been used more frequently than "any other term in the American language within the past five years . . . dealing with the efforts the country has been making to cope with the problem of industrial unemployment." It is pointed out that for many years prior to the onset of our current economic ills, there were those who saw in public works operations "a possible balance wheel to the instabilities of industrial activity."

By its magnitude alone the public works "industry" in normal times, the secretariat believes, deserves the attention and respect of every American citizen. It says that "the largest share of all capital investment made for community purposes is in the field of public works; only education accounts for a larger share of public funds appropriated for current expenses." Even in 1930, it is pointed out, civil engineers directly engaged in the public service outnumbered those in any other field of activity, accounting for almost 47 per cent of the profession.

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School for Housing Managers

Over 500 applications have come in to the National Association of Housing Officials from men and women throughout the country who desire to join the new profession of "housing management"--the job of administering low-cost housing projects now under construction. Of these, 50 will be chosen for the first school for housing managers officially announced today by the Association as opening October 1st in Washington, D. C.

The first training course will have two general objectives, according to a bulletin issued by the Association. It proposes "to give the best possible training to those persons who will take over the critical jobs of managing the first federally-assisted housing developments, and to provide experience on which improvements can be made in the selection and training of housing managers, so that in time, management may become a recognized profession, the members of which will have a recognized status."

Both men and women will be admitted to the training course, it is explained. Most of them will be drawn from among people now employed in other positions, but there is no one field of business or professional activity that will supply the persons for management positions. Most of them, it is expected, will come from jobs in real estate, social administration, municipal administration and construction.

Students will not be charged tuition or other fees, but they will have to pay their own living expenses. Training is to cover a four-month period and will consist of lectures and discussions in Washington and field work in well-managed privately owned mass housing enterprises.

At the end of the course "graduates" will be referred to the various official housing agencies, national and local. The administrator of Public Works Administration has indicated that "in so far as he is or may be empowered to make appointments for the operating staffs of completed projects," he will give preference to trainees who have satisfactorily completed this housing management course.

Outline of the course indicates that the students of housing management will study: 1. the characters and habits of life and the social and economic problems of the people who will live in the new low-cost dwellings; 2. the organization and programs of federal and local housing agencies and community activities related to public health, recreation, education, child welfare, etc.; and 3. the actual technique of managing housing, including the selection of tenants, rent collection, accounting, repair and maintenance of buildings, and the development of neighborhood or community activities.

Selection of students for the school will take place within the next month or six weeks, after the National Association of Housing Officials has consulted with the federal housing agencies, and with the local housing authorities and committees in the cities where the first projects will be located, in order to determine the requirements of the various agencies.

If the demand for trained housing managers increases rapidly in the near future, the Association indicates it will consider conducting similar courses elsewhere at a later date.

How Long Do Municipal Officials Hold Their Jobs?

City hall officials hold their jobs for an average of 7.7 years. This is revealed by a survey of tenure of office in over 900 cities which the International City Managers' Association publishes in the August issue of its magazine, Public Management. The data shows that 10,885 officials have served the public for a total of 83,607 years.

Appointed officials tend to have longer terms of service, according to the survey. Librarians, who have the longest average tenure-- $11\frac{1}{2}$ years--are 100 per cent appointed. Mayors, who stay in their chairs for the shortest period--3.8 years--are 100 per cent elected. In 85 per cent or more of the cities appointed officials include the fire chief, city engineer, superintendent of schools, police chief, health officer, water works superintendent, city attorney and purchasing agent. The finance officer and treasurer, who are elected in nearly half the cities, however, show tenures of 6.5 and 7.7 years, respectively, probably, it is explained, because the voters and the council return them to office, feeling that special knowledge and experience are particularly necessary in these offices.

The average tenure of office varies from 6.8 years for cities of over 200,000 to 8.1 years for cities between 30,000 and 100,000. With the exception of "town meeting" governments in New England, council-manager cities show the longest average tenure for all positions. The explanation may lie in the fact, it is suggested, that a great deal of emphasis is placed on professionalized service in council-manager cities.

Individual officials show much longer terms of service in some cases. As shown in The 1935 Municipal Yearbook, issued by the Association, a waterworks superintendent in Massachusetts has been at his job 61 years; an Illinois police chief has administered the law for 43 years in the same town; and a Virginia mayor has headed his city for 44 years.

How long terms of local office should be is a debatable matter. Too long a term at one job may result in lowered efficiency. On the other hand, too rapid turnover, as indicated by short tenures, does not permit gaining familiarity with the work. It is suggested that perhaps the greatest significance in these records is their "definite proof of a great many instances of life-time careers in the municipal service."

More general realization of the fact that the public service does offer opportunities for careers is necessary, it is pointed out, if the most promising graduates of universities and colleges are to be recruited by our cities and towns.

Regulating Drink Emporiums

Where to allow selling and how to allow serving? Cities, attempting to regulate places where liquor is sold, after a year and more of repeal, are still pondering these questions, according to the United States Municipal News, bulletin of the American Municipal Association and the U. S. Conference of Mayors.

Duluth, Minn. is considering changes in its regulation of liquor establishments to include the optional use of stools at bars and counters--they are now demanded--and the dispensing of drinks at the bar to male patrons only. The gentler sex, under the proposed change, will be served only at tables or in booths.

Kansas City, Mo. council recently rejected unanimously a proposed ordinance which would have permitted drug stores to sell beer by the drink at their soda fountains. A new ordinance in this city places all establishments selling 3.2 beer under the same restrictions as hard liquor establishments.

One of the provisions of the new liquor ordinance of Miami Beach, Fla. prohibits gasoline stations from selling liquor or intoxicating beverages; another prohibits "curb service" of anything "harder" than beer and ale.

Peoria, Ill. is considering an amendment to its liquor control ordinance which would allow only "tavern cabarets," which are specially licensed, to have music and dancing with liquor. In Waterloo, Ia. and a number of other cities in Iowa there can be no dancing at all in beer parlors and taverns.

Los Angeles' municipal liquor ordinance prohibits serving of minors unless accompanied by guardian companions, demands a clear view through doors and windows of taverns, and prohibits, in addition, the use of banners, flags, canopies or awnings advertising beer and wine.

Milwaukee forbids tavern "hostesses" to urge customers to buy drinks of any kind, non-intoxicating as well as intoxicating.

Most cities have provisions in their ordinances relating to time of sale, closing hours ranging from 1 a.m. to 4 a.m. Most cities also forbid liquor selling establishments within several hundred feet of churches and schools. A few cities are limiting the number of cabarets and taverns, for example, one to every 1,000 inhabitants.

Police Attack Traffic Troubles

Redoubled vigilance against summer traffic accidents is evident among cities.

One new method of traffic safety education that is working successfully is reported from Dallas, Tex. in the August issue of the Police Chiefs' News Letter, official bulletin of the International Association of Chiefs of Police. In this city 100 "T" men, recruited from civic and service clubs, keep a constant lookout for violations of the traffic laws. The "T" men report them to the police department, whose traffic division in turn warns the offenders by letter. It is estimated that traffic violations have decreased by 47 per cent during the second quarter of the year.

A rising fatality rate in Nassau County, N.Y. has led the county board to purchase six new accident cruisers. They will be used in night patrol, from 11 p.m. to 7 a.m., and the police crews piloting them will be instructed to employ every means of preventing accidents and of giving necessary medical attention when accidents do occur.

Albany, N.Y. has also added a special "crash squad" in its war against motor vehicle accidents. Two men in each platoon go to the scene of all accidents, whether or not anyone is injured. They are provided with a white radio-equipped automobile supplied with cameras, blank maps and other paraphernalia needed for accurate investigations. Albany is keeping a spot map to determine location and frequency of accidents.

The following recently adopted measures are cited as examples of the variety of efforts being made by police departments to stem the rising tide of auto accidents:

Toledo, O. has purchased 20 radio-equipped motorcycles for the police department with the hope of strengthening its effectiveness against speeders and reckless drivers.

Hartford, Conn. is experimenting with a radio receiving set at a street intersection in the business district where a police officer is on traffic duty throughout the day. If it operates successfully in spite of interference from trolley, telephone and light wires, 14 more will be installed at other important intersections to enable police headquarters to be in constant communication with traffic officers.

Baltimore's police sound truck is visiting the city's 124 playgrounds to deliver safety talks to the children.

Memphis, Tenn., questioning citizen groups on the traffic problem, got the following recommendations, all of which are being adopted: carry on safety educational work to the fullest extent; give a more thorough examination to applicants for driving license; maintain rigid traffic law enforcement.

Utica has a new traffic regulation ordinance of the kind recommended by the National Safety Council. Included are provisions for a traffic division within the police bureau and the triplicate or non-fixable system of tags for offenses.

Planning and WPA

"The best opportunity cities and states can ask for finding out facts about themselves is offered in the WPA funds set aside to employ white-collar workers," says Walter H. Blucher, executive director, American Society of Planning Officials. "This information," he adds, "is exactly what is needed to plan the social and economic future of city, state and nation."

With an estimated 750,000 non-manual and professional workers still on relief, Mr. Blucher points out, there is ample chance for employing skilled persons to obtain pertinent and valuable facts in the form of surveys, maps, and census studies, and, finally, to coordinate existing material so that planning boards will have at hand the basic data needed for actual planning.

Sample white-collar projects useful to planning are enumerated in the August issue of the American Society of Planning Officials News Letter as including:

1. Real property inventories --like those made in 61 cities the past year by the U.S. Department of Commerce--which are of invaluable aid to the fields of housing, building construction, local government and real estate.
2. Surveys of housing, zoning and recreation facilities, carrying further those undertaken with CWA and FERA funds.
3. Surveys of water resources, stream flow, sub-surface waters, of value to all the states, but of particularly great use to the 23 states which were drought-ridden last year.
4. Traffic studies--basic information for use in determining methods of coping with the national problems of destruction and maiming of human life, waste of energy and money, occasioned by lack of provision of parking, and related unsolved difficulties.
5. Census of business enterprises and a sample survey of retail trade in June 1934-35.
6. Health surveys--to determine the extent, type, relative seriousness, etc., of health conditions in American communities.

The news letter notes that the Indiana State Planning Board has already had approved by the President an application for more than half a million dollars of WPA funds to carry out its program. This is the largest fund yet dedicated to the relatively new field of state planning.

The importance to planning groups of the opportunity for many related types of fact-gathering projects made possible with WPA money cannot be overstressed, it is pointed out, since most localities could not or would not otherwise undertake such studies.

Universities Contribute Aid to Governments

Over one-third of the larger cities of the United States--those with populations of 75,000 and more--are the seats of universities and colleges which are concerned with the study of the economic and governmental problems of the communities in which they are located, according to Robert M. Paige, secretary of the Governmental Research Association.

Mr. Paige observes that these cities and their universities are both in a fortunate situation, since the former profit from results of studies by the latter, and the universities, in turn, have in the cities first-hand laboratories where they can investigate economic, social and governmental problems.

Indicative of the kinds of services performed by the colleges for their cities are the following reports on the activities of university governmental research agencies, assembled as the beginning of a comprehensive survey:

New York City. The Institute of Public Administration, affiliated with Columbia University, is carrying on the realistic and practical studies of governmental administrative problems undertaken originally by the New York Bureau of Municipal Research. Now under way is a survey of local government in nearby Westchester County.

New York University recently brought out, through its newly established Division of Research in Public Administration, a report on revision of New York City's charter, which is now receiving the attention of the mayor's committee on this subject.

Chicago. The University of Chicago has issued many reports prepared by members of its faculty and by graduate students on such pertinent topics as the government of the metropolitan area of Chicago, the water supply problem in the Chicago region, and judicial organization in the county.

Northwestern University, located in neighboring Evanston, has also made many studies of the problems of the Chicago region, among them an important study of property taxation.

Philadelphia. The University of Pennsylvania has done much research on community problems through the departments of political science, economics and sociology. Under way at present are studies of the direct primary in Pennsylvania, a report on government competition with private industry in the Philadelphia area, and a market survey of the state.

Detroit. Wayne University, a city-supported institution formerly called Colleges of the City of Detroit, recently established a social science research council, and in cooperation with the Detroit Bureau of Governmental Research, is developing a program of examination and investigation of the governmental problems of the Detroit area. Reports on tax delinquency and the assessment of property have already been completed.

Los Angeles. The University of Southern California has developed a more extensive training program for public employees than any other university in the country. Here city and county employees study for certificates in water, street and power engineering, police administration, office administration and general organization and management. The courses are designed to prepare public employees for advancement and also to train those who desire to enter the public service.

St. Louis. Typical of the way in which Washington University is contributing to the solution of the social and economic problems of this community is a recent report prepared by the University's School of Business and Public Administration, which analyzes 32 important indices of health, wealth and social condition by census tracts of the city.

Boston. Harvard University faculty members have made many studies specifically focused upon either the Commonwealth of Massachusetts or upon cities and towns in the immediate vicinity of the university. Among these are reports on public service personnel, public utilities, the government of metropolitan Boston and public health. As a result of a study of the public health organization of Newton, Mass., this city has reorganized its health department and a cooperative arrangement has been worked out whereby the Harvard School of Public Health will use the Newton Health Department as a "laboratory" for student instruction.

Boston University, via its Bureau of Business Research, has conducted a large number of research projects. Among those now under way are studies of tax assessments, trade practices, industrial trends in the state, income statistics as a basis for estimating consumer demand and industrial changes and migrations in a typical New England city.

The list of city-located universities giving attention to governmental problems of their localities includes in addition: Western Reserve University, Cleveland, O.; University of Pittsburgh and Carnegie Institute of Technology, Pittsburgh; University of California at Berkeley, suburb of San Francisco; University of Minnesota, Minneapolis; University of Cincinnati, Cincinnati; University of Washington, Seattle; University of Rochester, Rochester, N.Y.; University of Louisville, Louisville, Ky.; Reed College, Portland, Ore.; University of Toledo, O.; University of Denver, Denver; Emory University, Atlanta, Ga.; Southern Methodist College, Dallas; Brown University, Providence; University of Syracuse, Syracuse, N.Y.; University of Dayton, Dayton, O.; Vanderbilt University, Nashville, Tenn.; University of Tulsa, Tulsa, Okla. and many others.

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State-Taxing the Cup That Cheers

Close to \$145,000,000 should be forthcoming in state revenues from the people's thirst this year. This figure is arrived at in a study of state liquor taxation just made for the American Legislators' Association. It represents the actual or estimated revenues of \$92,230,000 in 24 of the 32 states licensing beer and liquor dispensaries, plus the total of \$51,798,000 in 10 of 14 states operating liquor stores. This is an average of \$1.71 per capita in states which license dealers and an average of \$1.79 in states with self-operated liquor stores.

By individual states, the "expectations" from liquor taxes are highly variable, due to differences in tax rates and rates of consumption. New York state got \$41,490,000 from excise and license taxes in 1934-35--a per capita revenue of \$3.20. California anticipates an annual revenue of \$3,300,000, or \$0.54 from each of its inhabitants. Illinois, New Jersey and Wisconsin are other states in the group which anticipate revenues of \$4,000,000 or more from liquor.

Among the states operating state liquor stores Ohio, with an expectation of annual revenue totaling \$16,196,000, or \$2.38 per capita, tops the list. Pennsylvania anticipates \$15,000,000, or \$1.53 per capita; Michigan, \$7,579,000, which is \$1.50 per capita.

Forty states now permit the sale of beer, wines and liquor. Six additional states license 3.2 beer but nothing more potent. The only state where it hasn't been possible legally to buy a drink since the first of the year is Alabama. Kansas does not recognize lifting of the prohibition-ban by licensing the sale of liquor, but the state supreme court has ruled that the intoxicating quality of a beverage can be determined only by whether or not it makes the drinker drunk--and this question must be judged in each individual case.

(MORE)

Since the first of the year 31 states have either made new liquor laws or revised existing statutes. Arkansas approved the sale and manufacture of wines. Tennessee raised the legal alcoholic content of beer from 3.2 to 5 per cent. West Virginia and Utah joined the states selling liquor in state stores. Ohio repealed her excess gross profits tax on alcoholic beverages and removed the \$1 gallonage tax on liquor.

Illustrative state alcoholic beverage licenses of 1935 show a wide variety for manufacturers, wholesalers, retailers, off-sale and on-sale and hotel and restaurant selling. California, for example, has the lowest license for beer manufacture--\$1 a year--while New Jersey, with the highest, asks \$4,000. A liquor manufacturing license costs \$50 a year in California, but \$25,000 a year in Pennsylvania. The range in off-sale (take your bottle out) liquor licenses is from \$50 to \$800; for on-sale (drink on the premises) \$100 to \$1,200. State licenses for hotel and restaurant selling of beer, wines and liquor ranges from \$10 in Colorado to \$1,000 in Rhode Island.

Diversities in liquor tax practices result in administrative difficulties and in considerable irritation to the trade, it is pointed out. In Indiana, where the excise tax rate on spirits was \$2.00 a gallon until recently, the situation became so acute that the legislature thoroughly revised the state's liquor policy, reducing the tax to \$1 a gallon. In Kentucky, where, under an unusual provision of the statute, the tax is applied to liquor sold in other states, there appears to be a systematic piling up of inventories, since production reported in recent months has greatly exceeded the sales.

* * * * *

Taking White Collar Work Under Ground

A chance for cities to get a complete picture of their underground structures by employing white collar workers with federal works relief funds is called to the attention of municipal engineers in a bulletin issued by the Joint Secretariat of the American Society of Municipal Engineers and the International Association of Public Works Officials.

Every municipality, regardless of its size, it is pointed out, should possess an up-to-date record of the locations and nature of all underground structures that occupy the beds of its streets and highways. Instead of this being the common case, many communities are seriously handicapped in the proper development and control of public highways because of the lack of reliable information on what lies below. The greatest difficulties arise in connection with the old subsurface structures; therefore, the longer the keeping of such records is delayed, the greater will be the confusion in the future.

Specifications for establishing a permanent system of recording underground structures in municipalities of any size, as indicated by the Joint Secretariat, include the suggestion that a centralized bureau be set up to collect and record this information. This information would be obtained from all public utility companies, municipal departments, private corporations, contractors, engineers, architects, and property owners who may have had a hand in erecting underground structures. It is also suggested that a local utilities technical committee be formed, to bring about the best possible cooperation among these various agencies.

Actual construction records and field surveys made during or after work is being finished are the sources of information that can be tapped so that the city may eventually have a complete picture of every sewer, water and gas pipe, steam main, subway and tunnel that lies beneath its surface.

"By far the largest share of a town's investment in service facilities is hidden from the eyes of the people who use it and pay for it," points out Frank W. Herring, assistant director of the Joint Secretariat. "To assure the maximum possible use of all these hidden investments, it is essential that an accurate record be available at all times showing their location, dimensions, materials and other characteristics. Many times the lack of definite information in this regard has led to unfortunate delays under emergency conditions, such as when a water-line breaks or when a sewer-line is stopped. Even under normal circumstances, without adequate underground maps public works departments find it necessary to dig 'test-pits' at expenditure of time and money when they want to locate existing structures so that the new subsurface improvements will not interfere with them."

The Seven States with Unemployment Compensation

The Presidential signature on the federal Social Security Act finds seven of the 48 states equipped to fall in with its unemployment compensation provisions. What steps these seven states have taken are outlined as to likenesses and differences in the August issue of Public Welfare News, bulletin of the American Public Welfare Association.

Wisconsin, which enacted her law in 1932, was joined this year by New York, New Hampshire, Utah, California, Washington, and, a few days ago, Massachusetts.

Utah followed the example of Wisconsin and enacted an individual employer reserve type of law, but with the important added provision that the state industrial commission, administering the law, may require industries or localities to pool accounts where this is necessary for protection of the workers.

New York, New Hampshire, Massachusetts and Washington provide for statewide pooling of the unemployment compensation fund, while California provides for a statewide pooled fund but permits individual employers to "Contract out" of the state fund and have separate accounts maintained by the unemployment reserve commission. In order to do this, however, the employer must provide a plan as generous to the employees as that provided by the state and must guarantee the payments of benefits in full.

The Wisconsin and Utah laws provide for the reduction of contributions by employers after specified reserves have been accumulated, but, it is pointed out, in neither state does the law in this respect conform to the Social Security Act. The laws of New Hampshire, Massachusetts, Washington and California definitely provide for merit rating of employers, beginning in 1941. State agencies are required to study the operation of the law and to classify industries and employers, fixing suitable rates based upon actual experience. The Massachusetts, New Hampshire and California laws provide that in no case shall the rates be reduced lower than one per cent, while the Washington law provides that the minimum contribution shall be two per cent.

In Massachusetts, New Hampshire, California and Washington workers will contribute to the unemployment compensation fund. The Washington law provides that employees contribute one per cent beginning in January, 1936; New Hampshire and California say one-half of one per cent in 1936 and one per cent thereafter. The Massachusetts Act provides that beginning in 1937 employees shall contribute one-half of the amount required of their employers.

In each of the seven states unemployment benefits are to be paid at the rate of 50 per cent of regular wages. The Wisconsin law of 1932, which provides for contributions of only two per cent, places a maximum of \$10 per week upon benefits, while all of the others, with the exception of Utah, put it at \$15 a week. Utah will pay a maximum of \$18. The minimum benefits are \$5 a week in New York, Massachusetts and Wisconsin, \$7 in California and \$6. in Utah.

A number of the 41 states without unemployment compensation acts are expected to call special sessions for the purpose of considering such legislation. The American Public Welfare Association points out that the federal tax for unemployment compensation will apply uniformly throughout the country, regardless of whether a state enacts an unemployment compensation law, and that, although benefits are not to be paid until 1938, if a state is going to act, it is important that it act promptly, in order that the new administrative organization will have adequate time to set up the necessary records and procedures and to start building a staff before contributions will be due early in 1936.

Planning the City Saves the Taxpayers' Purse

How city planning pays dividends in dollars and cents will be shown in a specific instance by the New Jersey State Planning Board in its first annual report in September.

According to the American Society of Planning Officials News Letter, the New Jersey board is completing a study of a typical square mile of an unnamed New Jersey city which will demonstrate how to save money by planning. As an illustration of the important economies possible with careful redesigning and rearrangement of the area, a potential saving of more than \$400,000 is cited in street improvements alone. Besides providing greater safety, convenience and improved appearance, the new street system will make possible access and egress more in accord with the age of the automobile than does the stop-look-and-listen system of short blocks laid out by Victorian surveyors and subdividers.

New Jersey has one city that is a pioneer in the matter of up-to-date street layout and orderly grouping of building sites for efficiency and attractiveness, points out Walter H. Blucher, executive director of the American Society of Planning Officials. The town of Radburn, N.J., just across the border from New York City, is actually built along modern lines. In Radburn the "super-block" replaces the checker-board block unit still in use in practically all American cities. With the super-block, houses are placed around the periphery of a large land unit several times the size of the average city block, and face each other across a private park. Automobile traffic, with its dangers, noise and odors, is thus kept "out of the parlor." It has been claimed recently that it costs less to operate Radburn than it does any city in the state of New Jersey. Traffic accidents, so serious a problem in all communities, are practically non-existent there.

City Halls Need Libraries

A case for renewed interest in the municipal reference library movement is made by Henry Reining, Jr., of the Princeton University faculty, in the August issue of the National Municipal Review.

Cities need their own reference libraries, says Mr. Reining, because the libraries can produce savings that "can be definitely as well as indeterminably valuable."

Besides storing books, the municipal reference library has, according to Mr. Reining, these functions: 1. to maintain classified collections of all sorts of other materials pertaining to city government, much of it in the form of newspaper and magazine articles; 2. to serve as the city's archives, filing city ordinances; all the publications of the city and its departments and those of its civic organizations; local history and biography; maps, pictures, reports, proceedings, etc.; 3. to act as the information bureau and publicity agency for the city; 4. to act as an intelligence unit for citizens and citizen's groups, and to serve high school and university students in their studies of local government; 5. to prepare the city's annual report; 6. to draft ordinances; 7. to compile research reports, conduct investigations and advise with city officials on matters of municipal policy.

There are in this country at present about 20 municipal reference libraries performing some or all of these services, Mr. Reining remarks. Chicago had the first one in 1900. Some of the city reference collections are simply divisions of the public library, housed in the library building. A few reference agencies are organized on an independent basis distinct from the public library system. Chicago's reference library, for example, is supervised by the city council. Toledo has a reference collection located in the office of its Commission of Publicity and Efficiency. Los Angeles has three municipal reference units: power and light and public health branches in addition to the city hall office.

Some of the collections of these libraries have reached a considerable size. Chicago's has more than 160,000 books and pamphlets; Milwaukee has approximately 40,000 pamphlets, 6,000 books and thousands of newspaper and periodical clippings; Los Angeles has a total of almost 50,000 pieces in its three reference units.

The possibility of cooperation with good effect when more cities have municipal reference libraries is seen in the plans of the American Library Association for establishing in each state one clearing house of federal, state and municipal documents, so that in the future it will be necessary for municipal reference libraries to collect material on their city only, borrowing other material as the need arises.

Governmental Research Association in 24th Annual Meet

Professional governmental researchers--men whose business it is to work for more economical and efficient city, county and state government--will meet at Colgate University, Hamilton, N.Y. to discuss this specialized business at the 24th annual conference of the Governmental Research Association August 26-31.

The six-day conference will consist of a series of informal round-table discussions. Two days will be devoted to considering the programs of work mapped out for the coming year by the governmental research agencies represented in the Association. One day each will be given to a discussion of the following current problems: the part to be played by state and local governments in the administration of the social and economic security program of the national government; the responsibilities of state and local governments under the new work-relief program; and the improvement of public personnel administration.

There are no formal speakers scheduled for the conference sessions, but among those who are expected to lead in the discussion of topics under consideration are: Carter W. Atkins, director of the Saint Louis Bureau of Municipal Research and president of the Governmental Research Association; John Pearson, director of the New Hampshire Foundation; Russell Ramsey, director of the Taxpayers Research League of Delaware; Clifford Ham, director of field service, American Municipal Association; Harold D. Smith, director of the Michigan Municipal League; Howard P. Jones, secretary of the National Municipal League; Joseph P. Harris, American Public Welfare Association; Samuel Ordway, Jr., member of the New York City Civil Service Commission; Donald C. Stone, director of Consulting and Research Division of Public Administration Service, Chicago, and chairman of the Committee on Organization and Procedure, Works Progress Administration; and Arthur Macmahon, professor of public administration, Columbia University.

Most governmental researchers are employed by independent research organizations supported by citizens and taxpayers. According to an analysis of the roster of the Governmental Research Association, however, there are substantial numbers of governmental researchers connected with universities and colleges, state leagues of municipalities, the secretariats of national organizations of public officials and national citizen organizations, firms of consultants in public administration, and investment houses specializing in municipal bonds. A few of the Association's 350 members are connected with municipal research bureaus and municipal reference libraries maintained by city and county governments and a few are employed by cities, counties and the federal government in various capacities.

NAHO Housing Management School Gains Growing Approval

Three federal agencies concerned with the housing phase of the social and economic planning program have indicated their interest in and desire to cooperate with the Housing Management Training School arranged by the National Association of Housing Officials to train prospective housing managers this fall, according to a bulletin issued by the association today.

Approval by PWA Administrator Ickes was given the management school at the outset. Since then, Stewart McDonald, acting head of the Federal Housing Administration and Rexford G. Tugwell, head of the Resettlement Administration, have added their official approval.

PWA Administrator Ickes has indicated his readiness to give preference to trainees who have satisfactorily completed the NAHO management training course, "insofar as he is or may be empowered to make appointments for the operating staffs of completed projects."

FHA Administrator McDonald sees the greatest value of the school to his organization as the training of men to supervise management of low-cost housing projects which have been financed by insured mortgages. These jobs, he says, "will require the services of men of long experience in the problems of operating real estate," and the NAHO training course "should provide a valuable supplement to such experience." In recognition of the value of the training offered, he adds, the FHA will, in case further personnel is needed, give special consideration to candidates who have completed the course.

Resettlement Administrator Tugwell is quoted as saying: "It is our intention to give the people whom you certify as having satisfactorily completed the training preference when appointing community managers and educational supervisors on Resettlement Administration projects."

Nearly 700 applications have been received from prospective students. Selection of the 50 who will be admitted to the course, which starts October 1 in Washington, D.C., will take place within the coming month. Applications have come in from men and women of all age-groups, both negro and white. Practically all professions and all walks of life are represented. Trainees are to be chosen on the basis of the needs of the federal, state and local housing agencies, which are in growing numbers expressing their desire to use "graduates" of the school as housing managers. The qualifications that will determine admission to the school have not yet been announced by the National Association of Housing Officials, but it has been made clear that the first managers must be mature persons with "administrative experience and established integrity."

"The National Association of Housing Officials is gratified to be of service to the PWA, FHA and RA, as well as the local housing agencies agreeing to give preference to its trainees," comments Ernest J. Bohn, president of the association. "Heads of the federal agencies are to be commended for taking this step, which is bound to improve the quality of administration."

Where to Put the Cars?

If American cities could copy an old English law which reads: "No man shall use the King's highway as a stable yard," their parking troubles might be over. But where to put the modern steed that is the automobile is still a question. In all sections of the country businessmen and police are trying to work out parking systems which will keep the main streets clear and yet not make the city one to be avoided by shoppers.

According to the United States Municipal News, bulletin of the American Municipal Association and the U. S. Conference of Mayors, Oklahoma City, first of the cities to try charging for parking privileges, took in \$745 in twelve days with its 200 parking meters. Installed in the business section, the meters "check" your car for a nickel an hour, when a green flag signals "time to move on." Police can thus easily enforce the time limit on parking. The parking meters, whose legality was contested, are operating at present under a district court decision that cities may regulate and charge for use of the streets. There is some agitation for submitting the parking meters to the people's vote, however.

Meanwhile Dayton, O., which was considering installation of the meter parking plan, is waiting to see whether the Oklahoma Supreme Court puts its stamp of approval upon the Oklahoma City ordinance.

Kansas City (Mo.) is reported to have turned down the parking meter plan, advocating instead installation of vertical "sky scraper" parking machines which park 25 cars, one above the other, in a space of 16x24 feet.

Gary, Ind. has attempted to meet the problem by providing four public parking lots which are free and under police protection, utilizing the unemployed as unsalaried police deputies who work for motorists' tips.

New Developments in State Police

Strengthening of the state police arm of the law by reorganization or addition of men, and wider utilization of new technical facilities are noted from the Police Chiefs' News Letter, official bulletin of the International Association of Chiefs of Police.

Two states--Oklahoma and Arkansas--have this year been added to the twelve which previously had state police forces. Oklahoma has recently given effect to state police law, dividing the state into six districts and providing each with a cruising police car. It is planned to maintain constant communication with these cars through the city-county radio station in Oklahoma City. Arkansas' state police commission just appointed by the governor, is working to get a state police force into operation at an early date.

Indiana reorganized her state police this year, and has provided them with five inter-communicating radio stations.

North Carolina added to the state highway patrol, establishing three troops of police in different parts of the state, each with 20 sub-stations coordinated with the state police radio system and the sheriffs' forces.

Texas consolidated the famous "Rangers" with the highway patrol, and now has a state police force in name as well as fact.

Michigan, which also changed the name of its Department of Public Safety to Michigan State Police, is getting ready to use radio telegraphy in addition to broadcasting to acquaint state police with crimes committed. The code will prevent criminals with radios from "listening in."

Minnesota legislature passed a bill for a state-wide police radio system and increased the personnel of the State Highway Patrol from 70 to 100 men.

Pennsylvania this year for the first time opens its state police training school to city policemen as well. Now police officers of municipalities have an opportunity to get the same specialized training the commonwealth gives its troopers.

Inter-City Cooperation to Improve Service

Chief executives of 22 municipalities in Essex County, N. J., which includes the city of Newark, believe that if they help one another they will be helping themselves. Recently they organized the Essex County Municipal Conference, a federation for exchanging information and for cooperating in solving inter-municipal problems.

One of the Conference's first jobs was to make a study of all present cooperative agreements, one of which was for maintenance of a sewage disposal unit on a joint basis in order to save the cost of keeping up separate treatment plants. Plans are now being made for a county-wide inter-connected police radio system. In the near future a study will be made to determine what should be done to protect the county's brooks and streams.

Among other activities which the Conference hopes to administer through joint arrangements are street cleaning; operation of schools for police, fire and other city employees; extension of the present ambulance service; and milk inspection. The Conference will seek new legislation to protect municipal employees. It hopes to perfect a plan of lending apparatus, equipment and machinery among the cities of the county; to work toward uniformity in the administration of liquor laws; and to bring cities together for other joint endeavors.

The city-group has already shown itself strong enough to secure from the state a ruling exempting from the sales tax purchases made by any municipality or sub-division of the state. The recently completed refuse survey made by the state ERA is also being considered as a possible means of securing savings through joint effort.

Membership in the Conference is open only to the chief executives of cities, towns, boroughs, townships and villages in Essex County. Every such executive is now a member.

For a More Workable Inheritance Tax

Revising the existing federal estate tax to make it operate more nearly in line with underlying economic facts, instead of in the opposite direction, is suggested in a report on conflicting federal and state death taxes just completed by James W. Martin, research director of the Interstate Commission on Conflicting Taxation.

Critics of the present federal estate tax point out that by reason of rate changes of 1932 and 1934, states receive very little or no credit from estates locally built up, while they receive far greater proportion of credit from estates normally accumulated from national or international sources. In other words, the credit is graduated, but in a direction directly opposite to the plan of graduation indicated by economic facts. Mr. Martin's plan would utilize a normal rate schedule steeply graduated to a moderate level and a supplementary surtax which may vary with changing revenue needs of the federal government but which would not affect state income from this source. The suggested plan would be subject to the 80 per cent credit just as the 1926 rate schedule now is.

Several advantages are claimed for the new plan over a single rate schedule subject to a graded credit. First: Congress makes fairly frequent changes in the rates, despite the fact "there is every reason to make death tax rates stable." Under the suggested plan Congress could change rates by altering only the surtax rates without interfering with the operation of the crediting plan and without undermining state budgets.

Second: the amounts credited to the states would be proportional to the parts of estates of different sizes which are local in character.

Third: the plan would solve death tax conflicts by providing that the Treasury Department, at the request of any state legislature, administer the state's estate tax if it exactly absorbed the credit. Supplementary levies might even be added. Instead of authorizing the Treasury Department to administer only the amount of the credit, Congress might require it to administer any rate the state prescribed, provided the state definition of net estate taxable conformed to the federal definition.

By means of a normal tax subject to the 80 per cent credit and a surtax subject to no credit, it would be possible, it is pointed out, to deal with the federal-state problems by the crediting device, by federal administration, and by central administration with the privilege, at state discretion, of supplementary levies. Thus predisposition toward any of the several solutions would be satisfied.

New Bureau of Municipal Research

The city government of Louisville, Ky. has a new efficiency tool. Establishment of a bureau of municipal research by the mayor of Louisville, as reported in the current bulletin of the Governmental Research Association, brings the number of research bureaus supported by cities and counties up to a total of seven.

Los Angeles County, California, Wayne County, in Michigan, and the cities of Los Angeles, Hartford, Boston and Toledo now have official governmental research bureaus or departments. In addition, the city governments of New York, Chicago and Minneapolis have divisions or bureaus which do some governmental research work.

Organization of the official research bureau in Louisville is seen as a significant development by Robert M. Paige, secretary of the Governmental Research Association. Most large cities have bureaus of governmental research which by scientific investigation of governmental problems, work continually to place the management of the city on a better business basis. All but a few of them, however, are supported by the voluntary contributions of citizens and are not official units of the city governments.

"Both unofficial and official municipal research agencies are needed," Mr. Paige says. "Official agencies can do some things which unofficial agencies would rarely if ever be permitted by the city officials to do. On the other hand, unofficial citizen-supported research bureaus can undertake investigations and make reports on subjects upon which it would be tactless, to say the least, for a municipal officer to comment. Both types of agencies are necessary. The task of improving and perfecting the public administrative machinery of any metropolitan area is large enough to demand the expert services of many research technicians over a period of years."

Louisville's bureau is an outgrowth of the city's Department of Audit and Survey, which recently finished a comprehensive investigation of the opportunities for achieving greater economy and efficiency in the operation of all city departments. The new Bureau's program of studies as tentatively outlined will cover the fields of taxation, budget making, stores, transportation, public relations, utility rates and franchises, assessments, and purchases. Under way at present is an investigation of the licensing of businesses and occupations.

Cities Urged to Get Housing Applications in Shape

Quick action by local housing commissions in submitting low-cost housing projects for financing by the Federal Emergency Relief Appropriation of \$4,800,000,000 is urged by the National Association of Housing Officials. This advice follows upon President Roosevelt's recent order that all applications for these funds should be in the hands of the Division of Applications and Information of the National Emergency Council by September 12, in such form that they can be presented to the Advisory Committee on Allotments for action on September 17.

Many communities which are just embarking upon housing programs will find it impossible to make the deadline which has been set, or they will find that the federal agency involved cannot handle a newly submitted application with speed sufficient to meet the deadline, the Association points out. This situation should by no means discourage sponsors from shaping up projects for future development, however, "for a body of carefully considered feasible projects ready to be prosecuted constitutes the best argument for a housing program of a more permanent nature than has yet been authorized."

Time will be saved if projects under consideration by the Public Works Administration and Resettlement Administration are not submitted to the National Emergency Council, according to the Association, since "such projects are really being developed by these administrations themselves. However, all of these projects must be ready for the Allotment Committee on September 17, and it is doubtful whether any housing project which is not well shaped up and approved by either Public Works Administration or Resettlement Administration before September 14, would have much chance of receiving an allotment."

The National Association of Housing Officials also points out that the President's order requiring award of contracts for projects on or before December 15 affects housing. Public Works Administration Housing Division has been using the contract system exclusively, it is noted, and will, therefore, be considerably pressed for time by this ruling.

Legal Aid for Those Without Money

Legal aid bureaus--the poor man's lawyers--have grown in number from 55 in 1923 to 89 in 1933; the number of cases handled in a year now exceeds 300,000.

Such evidence of need for legal agencies for the less fortunate members of society has led the National Association of Legal Aid Organizations to publish the composite experiences of 44 established legal aid bureaus in a manual designed as a guide for setting up other bureaus. John S. Bradway, secretary of the national association, is author of the manual, issued by Public Administration Service, Chicago.

The connection between legal aid bureaus and social service has become especially evident during the depression, Mr. Bradway points out, and in many cases legal aid societies now play important roles in public welfare work. In a number of cities the society is actually a member of the social service exchange and registers some or all of its cases with that body. The matter of registration has been given considerable study, with the conclusion that it is not a violation of confidential relations between attorney and client.

Organization of a legal aid bureau depends to a large extent upon local conditions, Mr. Bradway explains. Four requirements must be fulfilled, however; a permanent office for the bureau, a definite time for participating lawyers to meet their clients, a regular staff and an active supervisory group.

Bar associations have contributed much toward setting up legal aid bureaus, Mr. Bradway says. Their members have come to realize that the legal aid bureau can remove the burden of charity work from the lawyer's shoulders without removing paying clients. In many cities attorneys give their services gratis to the legal aid society which they have helped to set up. In other cities legal aid organizations are municipal bureaus provided by tax funds, voluntary associations largely supported by public-spirited people, a part of the Community Chest, or functions of social agencies or even universities. Young lawyers and law students, if properly supervised, make useful legal advisers to the poor, he adds, if they are "socially-minded without sentimentality," have average legal knowledge and ability, and a sincere interest in bringing justice within reach of the poor.

Legal aid service should be available locally, on a state-wide basis, nationally, and internationally, Mr. Bradway says. In order to be effective, it should be of as high a type as any law service in the community. To this end, the National Association of Legal Aid Organizations at its annual meeting two years ago adopted a set of standards and ideals. To be effective, the association emphasized, the legal aid organization should maintain active cooperation with other social agencies and with the local organized Bar; and should provide every sort of legal advice, from workman's compensation to domestic relations cases, to all persons unable to pay an attorney's fee.

Modernizing Tax Accounting

How the city of Cleveland, O. expects to make easy work of recording reappraisals of nearly 400,000 parcels of land in 1937, with comparatively little strain on the municipal pocketbook, is explained in the current issue of Municipal Finance, official quarterly of the Municipal Finance Officers' Association.

The tool which will make the saving possible is machine tax accounting, which was installed two years ago when Cleveland and its county, Cuyahoga, decided to modernize this municipal department. Until that time, according to County Auditor John A. Zangerle, the tax roll for the 385,000 parcels of real estate in the county was made up of three sets of tax ledgers of 120 large volumes each--one set for the auditor, one for the treasurer and the third for the assessor. Each year these 360 large books were typed from the assessor's tax ledger of the previous year, a system which required the employment of about 25 typists for three months. In addition to this bulky "library", there were 105 annual volumes of assessment records, size 22 by 19 inches, carrying nearly one million accounts for special assessments.

The "modernization" was two-fold. First, addressing machines were installed to make up the tax rolls on metal plates showing the name and address of the property owner and the detailed property description. This method of duplicating is said to enable two persons to produce in three weeks tax records which had taken 25 typists three months to do "by hand." In the second place, much of the accounting which had been manual was transferred to the calculating division of the auditor's office, which has a staff of forty operators.

These mechanical aids, accompanied by a complete revision of the antiquated accounting system, says Mr. Zangerle, have brought about a saving of time and to a lesser extent, money. In addition accurate and efficient records are available, and peak loads of work have been largely avoided.

When the reappraisal program is started in 1937, each parcel of land will be figured separately on a card. These cards will be run from the plates now used for making the tax rolls. "Equations" on the parcel of land will be extended and footed in the calculating division.

Cuyahoga County, Mr. Zangerle notes, must still follow the "antiquated" Ohio laws, passed by the legislature almost at the inception of the real estate tax, which prescribe and describe the kind of accounting forms to be used in presenting the tax duplicate. Nevertheless, the county has been able to "modernize" to the extent described.

"It Pays to Advertise" Municipal Bonds, Municipal

"It pays to advertise" applies to selling municipal bonds as well as to merchandising any consumer product, according to the new pamphlet, "Marketing Municipal Bonds," issued by the Municipal Finance Officers' Association. The pamphlet is a fund of practical suggestions on how cities may obtain the best prices for their bonds.

Not only advertisement of what the city has to sell but also correct "packaging" is important, it is pointed out, if the city wants the best results. Dealers in municipal bonds are not anxious to bid on "articles" that are put up in form differing from the style acceptable to the purchaser.

Chief advertising aids to making the bonds "attractive", as cited in the pamphlet, include:

1. Advertising in the best state financial paper and in financial journals of nation-wide circulation about two weeks in advance of the sale, so that bidders can make proper investigations.
2. Concise statement in the advertisement of such information as the amount of bonds and purpose of issue; date, hour and place that bids will be opened; basis of bidding and basis of award; whether the bonds are direct general obligations, special assessment general obligations, or payable solely from special assessments or solely from revenues; the total tax rate of the municipality; whether the municipality has ever been unable to pay its debts, and a number of other details.
3. Publication of a financial statement of the municipality, which should include: 1. the conservative estimated value of real and personal properties and assessed valuation; 2. a statement of all overlapping debt and all overlapping governments; 3. the total outstanding debt of the municipality proper, including bonds of all classes, short term loans, unpaid bills and judgments; 4. outstanding indebtedness on account of water systems or other revenue-producing municipal enterprises and a statement as to the extent to which they are self-supporting; 5. amounts accumulated in the sinking funds, and 6. a complete history of tax collections.
4. Notice that a prospectus of the city and its economic history is available. This should go out to financial institutions likely to be interested in buying the municipality's bonds, and should have in it: a financial statement of the municipality; more complete information concerning the offered issue; and facts upon the economic and social life of the community.

Discussion of the advertising possibilities for bond sales and of the conventional requirements of the bonds themselves--their denominations, interest dates, maturities, registration, etc.--which, it is warned, are very important to observe, are set forth in plain language in this bulletin, which was prepared by the Association's Committee on Municipal Debt Administration.

The good informative advertising of bond issues can accomplish for a city was seen recently in Batavia, N.Y., which sold \$40,000 refunding bonds on a 1.97 per cent basis and \$60,000 Home Relief Bonds on a 2.30 per cent basis mainly, according to the city clerk, through use of a carefully prepared 12-page folder about the city and the proposed issues.

Industry Location

As Population and Industrial Changes Affect Planning

"Sources of employment not only expand and contract as public demand and the effect of competing products are reflected in payrolls and dividends, but they move about within the various geographic units of the country." Walter H. Blucher, executive director of the American Society of Planning Officials, makes this statement in calling attention of planners to a recent study, "Is Industry Decentralizing?", made by Daniel B. Creamer, for the University of Pennsylvania.

The study reveals what changes of location in industry have occurred during the period 1899-1933. Dividing the country for his purpose into three parts--

1. Principal cities; 2. cities of 100,000 and more in industrial areas; and
3. industrial counties--Mr. Creamer finds the following major characteristics:

1. In the twenty years prior to 1929, which is considered the year of maximum employment, industrial enterprises tended to locate on the fringes of the principal cities, shifting away from towns under 10,000 to cities up to 100,000 population. In the South only, where factories were already scattered, did "dispersion" occur.

2. Since 1919 the country has followed one pattern--in the large satellite cities (those dominated by a metropolitan area) the share of wage jobs constantly diminished, but the percentage remained fairly constant in industrial peripheries of all industrial areas. Increases in wage jobs were noted in the 200 important industrial counties.

3. Towns under 10,000 lost industrial workers chiefly to cities of the class up to 100,000 population. Cities under 10,000 and non-industrial counties lost rather than gained inhabitants engaged in industry. Significantly, only a small fraction of industry has changed location since 1929. Industries which have relocated have diffused among the 200 industrial counties rather than scattered into the remaining 2800 non-industrial counties.

Such studies as "Is Industry Decentralizing?" are suggestive and practically useful for the planner's program of designing, mapping and budgeting city and county developments for present and future, comments Mr. Blucher. It is important for the planner to know that in the period of this study industry has been locating in the larger urban areas and the peripheries of the largest cities of the country, instead of in the isolated, smaller cities. Studies which show how industries and populations are related in their movements provide the planner with a frame of reference for all of the technical studies which he undertakes.

Cities have always risen on sites endowed with natural factors to sustain and promote habitation, he points out. Some sites, because of excellent land, water, mineral and other resources, are more favorably constituted than others. But without man-planned coordination and programming, and skilfully directed effort throughout relatively long periods, they do not realize their greatest powers.

"In the future," he adds, "our large and medium-sized cities need to be fitted out in the most up-to-date manner possible, on a basis of observed and calculable national and regional movements. They must be properly patterned, with chief emphasis on sources of employment, places to live, highways and transportation and utilities. Then these interwoven factors must be coordinated and directed by elective, appointive and lay citizen agencies to obtain well-ordered and efficient places, in which industries can produce and the populations which operate them can live."

Personnel, Public

The Men at the City Hall

What kind of experience and what background lie behind the men who run various city departments?

Norman N. Gill, staff member of the St. Louis Bureau of Municipal Research, who dissects the histories of 116 department heads of six typical mid-western cities in the September issue of Public Management, magazine of the International City Managers' Association, offers these "portraits:"

At his best, the representative administrator had a university education plus professional training. He entered the city service in his early or middle thirties, and rose step by step to a responsible position, in most cases under civil service, in his early forties. He understands thoroughly the technical as well as the administrative problems of his work. He is an active member of the national organization of public officials engaged in the same field, and looks upon his position with professional pride as a life work, a career.

Not more than 20 of the 116 officials interviewed in St. Louis, Milwaukee, St. Paul, Indianapolis, Kansas City, Kans. and Terre Haute, Ind. come within this category, Mr. Gill comments.

At his worst, the representative administrator is a man in his late forties or fifties. He has a grade school education and was a mediocre success in private life. He was appointed head of a department as a result of personal friendship with the appointing authority and in many instances because he rendered financial aid in the election campaign. Unable to understand the work involved and the responsibilities of his office, realizing that his fate rests upon the reelection of his sponsor, he spends most of his time "mending the political fences of his superiors, leaving the actual work of the office to his deputies.

About one-third of the officials interviewed, according to Mr. Gill, fall 'within this classification.

The majority of the administrators are somewhere between these extremes, says Mr. Gill. They were selected on the basis of what may be termed 'partyman merit' standards. Some have good education; others very little. Some entered the service in their middle twenties; others in their sixties. Some have molded themselves into good administrators; others are satisfied merely to "get by." Every appointee has to meet two qualifications, however: first and foremost--service to the party; second, some experience for the position, either in the way of formal education or nature of previous occupation.

Mr. Gill is of the opinion that the administrator at his worst "will soon be an anachronism." The accomplishments of municipal administrators who have learned their jobs well because they were allowed to work at them long enough he cites as

one reason for hope that the career service system urged by the Commission of Inquiry on Public Service Personnel will be widely followed in the future.

Public administrators interviewed in the survey include comptrollers, auditors, budget directors, assessors, purchasing agents, attorneys, health officers, civil service examiners, engineers, fire and police chiefs and others. These are some of the facts revealed:

The city attorneys in all six cities are law school graduates....Four of the treasurers went to grade school, one attended business college, and one was a dentist. While the health officers are graduates of recognized medical schools, only one had special training in public health work....None of the fire chiefs went to high school....All the engineers, public utility and public works administrators hold degrees from recognized engineering colleges....One of the purchasing agents had been a lawyer and another a school teacher....Only in exceptional instances did the comptrollers and auditors, fire and police chiefs, and purchasing agents, possess more than a grade school or business college education.

Milwaukee and St. Paul were the only two cities whose administrators showed a significant index of career service possibilities. In Milwaukee two-thirds of the "key" officials have occupied their present positions since 1925, most of them under civil service. By contrast, in St. Louis, four of the five department heads in the board of public service have changed with each political change in city administrations. In Indianapolis only one official, the health director, occupied his present position before 1925; while in Terre Haute none of the present key officials were connected with the city service in 1925.

As an illustration of what civil service status may mean in terms of career possibilities in the public service, Mr. Gill notes that in St. Paul, over half the holders of appointive positions under civil service have held them since 1920 or before, while changes in personnel occurred in ten of the twelve non-civil service appointive positions following the change of administration in 1934.

* * * * *

On Revising State Constitutions

Though recent attempts to "modernize" state constitutions through revision or through the adoption of entirely new instruments have been more unsuccessful than not, only one of the original thirteen states is now governed under its original constitution. Massachusetts, alone, shapes its legislative policies in the mold of 1780, when its first constitution was adopted.

A check made by the American Legislators' Association shows that no state, in 1935, revised its constitution except by amendment. In the past five years constitutional conventions have been advocated by governors, authorized by electorates in some states and rejected by others, but there the matter has rested. The poll of states on the subject of constitutional conventions and revision shows that:

California, at its general election in November, 1934, approved a proposal to call a constitutional convention but nothing has been found to indicate that the state legislature set up the necessary machinery for the election of delegates.

At its general election in 1934 the voters of Illinois rejected a proposal to call a constitutional convention. At its 1935 session the Pennsylvania legislature passed a law authorizing submission of the question of holding a constitutional convention to the voters.

Although the legislature of Tennessee in regular session this year passed two bills, both originating in the senate, one providing for a general election on the holding of a constitutional convention and the other authorizing the election of delegates, both house and senate at the special session rescinded their former action.

A number of states have regular constitutional provisions for calling constitutional conventions, but these provisions have apparently been lightly held. Iowa requires that a referendum be held every 10 years (beginning 1870); Michigan every 16 years (from 1908); Missouri every 20 years (from 1921); New Hampshire every 7 years (the latest one was in 1930); New York every 20 years (the latest one was in 1915); Ohio every 20 years (such a proposal was rejected by the voters in 1932); and Oklahoma every 20 years (the latest constitution was adopted in 1907). Not one of these states that should have either held or provided for constitutional conventions in the past few years has heeded the constitutional provision.

It is interesting to note, the American Legislators' Association study points out, that of the 16 states still operating under their original constitutions all but three are middle western or western states, most of which were admitted into the Union less than 100 years ago. Two of the original 13 states - New Hampshire and Vermont - changed their constitutions after 14 years' of use but have made no change since. Virginia, in 1928, changed its constitution after having lived under it 152 years.

Municipal govt - Boston

Subsidizing Municipal Service in Low Rent Areas

What districts can pay for the municipal services they receive and which ones cannot, problems confronting many cities, were determined for the city of Boston through a recent survey made by the city planning board, with FERA assistance, it is reported in the September issue of Public Management, magazine of the International City Managers' Association.

Six typical districts were chosen - four residential, one business and one industrial. The formula used was to determine the gross area in acres and the net acreage of taxable properties after eliminating streets, parks and other tax-exempt property; population; and assessed values - then to reduce the income and cost items to units per capita and per gross and net acre.

Resultant figures showed that:

1. The business area paid in taxes over and above cost of municipal services, \$110,000 per net acre; the industrial area, \$5,300 per net acre; the high-rental residence area, \$17,000 per net acre; and the medium-rental residence area, \$4,500 per net acre. These four districts, therefore, more than paid their own way.
2. The one and two-family house, suburban area, was in the red \$800 per net acre.
3. The low-rental, depreciated area - slums - was in the red \$15,000 per net acre.

The comment is made that "no doubt many other large cities have been similarly subsidizing low-cost housing built by private enterprise to the tune of perhaps 20 per cent of its assessed value annually. And yet to suggest that a city should exempt low-cost housing projects from taxation, as is done in New York, causes hair, eyebrows, and hands to be lifted in shocked surprise."

Hartford, Conn., which over a year ago made a survey of housing conditions in slum areas of the city, found that in five sections selected for intensive study over 200 parcels of land are in arrears in taxes from two to five years.

A Minneapolis property and housing survey of 1934 showed that in the "poor part" of one ward, according to the city fire department, "if the fire alarms answered in this district are charged against the district at the average cost of fire alarms, the total taxes assessed against the district are more than absorbed by this one item..."

Assessments

Aerial Photographic Tax Maps

Map from the air as well as on the ground.

This advice is given municipalities struggling with reappraisal problems largely imposed by the rapid changes in property values of the past few years.

Writing in the current issue of "Municipal Finance", the monthly journal published by the Municipal Finance Officers' Association, Charles Emerson, who has had considerable experience in aerial mapping for tax use, promises that "any municipality which couples the aerial survey with a just tax reappraisal will be able to recoup all costs incidental to the work within one year." A prime value of such maps, it is stressed, lies in the fact that many pieces of unassessed property are thus revealed.

It is comparatively simple, Mr. Emerson explains, to make aerial photographs which will fit in directly with any scale of ground survey desired. The focal length of the lens is first multiplied by the scale in feet desired on the negatives. If finished tax maps are to be on a scale of 1 inch equals 100 feet, the negatives should be to an approximate scale of 1 inch equals 800 feet. With this negative scale and a 20-inch lens the plane must fly at an altitude of 16,000 feet.

When the mapping has been done each negative is checked for tilt, change of plane altitude, and the like, and the ratio of correction figured for each exposure. This ratio is again checked to ground control and the tax maps are then thrown up by enlargement to the controlled scale. For congested areas a scale of 1 inch to 100 feet is recommended, though 1 inch equals 200 feet is considered sufficiently accurate for rural or agricultural sections.

Because every physical and cultural feature such as fences, stone walls, curbs and so on is readily located the tax maps may be completed in one-third the time required for any other method, Mr. Emerson says.

"Aerial photographic tax maps," says Mr. Emerson, "permit a study of every square foot of the community in relief or perspective and constitute an understandable and valuable inventory of all physical assets."

Connecticut recently made an aerial photographic map of the whole state, the first state to complete such a map.

R.F.C. Bank Stock - Taxable or Not?

Whether stock in national banks owned by the Reconstruction Finance Corporation and acquired for the purpose of stabilizing banking conditions is assessable for local and state taxation is causing assessing officers considerable concern, according to the National Association of Tax Assessing Officers.

As pointed out by Albert W. Noonan, technical director of the Association, "the belief was widely held until recently that such stock was exempt." This belief, Mr. Noonan continues, "had ample justification in the ruling of attorneys-general to whom the question had been submitted. In addition, the question had also been presented to the U. S. District Court of western Kentucky and to the Supreme Judicial Court of Maine, both of which bodies held the stock to be tax-exempt." However, the Maine ruling was made at the request of the governor of the state, and was filed without supporting argument.

The present uncertainty, Mr. Noonan says, is caused by two more recent decisions - one of the Maryland Court of Appeals and one reached by the attorney-general of West Virginia - each one ruling that R.F.C. stock is taxable as is any other privately owned stock. "In the Maryland case," says Mr. Noonan, "the court carefully pointed out that the National Banking Act authorizes the states to tax all the shares of national banking associations, and makes no distinction among stockholders, governmental or otherwise. It further held that Congress, intentionally or unintentionally, failed to provide any exemption in the act creating the R.F.C. Further, there is no constitutional immunity since the R.F.C., as a stockholder, is performing no governmental function but is merely a partner in the business for which aid was secured." The R.F.C. has taken an appeal from the Maryland decision. The appeal will be heard by the U.S. Supreme Court at its next term.

"Because of its possible effects on other federal instrumentalities," Mr. Noonan concludes, "this decision will be awaited with great interest not only by tax-assessing officers but by other public officials and the general public."

(Public works - Federal aid)

Concerning WPA Project Efficiencies

With the deadline for WPA project applications reached yesterday, the thought now uppermost in the minds of professional engineers and public works officials is "how effective will the supervision be?"

Because the vast Federal Emergency Relief Appropriation of \$4,800,000,000 is being used primarily to quicken employment, three responsibilities rest on the shoulders of those who are to spend the money, according to the Joint Secretariat of the American Society of Municipal Engineers and the International Association of Public Works Officials. These responsibilities are: (1) selection of projects which are useful and worthy; (2) preparation of adequate plans and specifications; and (3) designation of competent supervision.

Work-relief projects prosecuted under FERA auspices in New York State, the Joint Secretariat points out, offer definite guidance for the prosecution of similar projects under provisions of the WPA. Engineers representing the Governor's Commission on Unemployment Relief examined 599 work-relief projects of the construction type. These projects represented about 30 per cent of the total work-relief effort in the state at the time the investigation was made. The engineers reported on the usefulness, operating efficiency and quality of each job.

Of 474 projects of such magnitude as to require formal plans it was found that 90 per cent were "competent and sufficient" in plan and design; 8 per cent were not fully competent and sufficient; and in 2 per cent of the cases no plans were provided "when definitely necessary."

The quality of supervision was adjudged excellent upon 176 jobs, or 30 per cent of those reported upon; poor supervision prevailed on 3 per cent; on 127 jobs, or 21 per cent the supervision was "deficient to a lesser degree." The Commission's report found that "considering the serious potential effects of shortcomings in supervision upon the end results of the enterprise, this is a disturbing deficiency, which calls to attention the need for a fundamental improvement in the work-relief activity."

The Joint Secretariat does not imply that the New York situation is typical, but it nevertheless discovers that the Commission's report points out those functions which must be generally improved.

"Although the primary purpose of WPA activities is to provide work relief," the Joint Secretariat says, "the only way in which the use of the more expensive relief labor can be justified is in providing projects properly designed and supervised. It is to be hoped both the design and supervision efficiencies reached on FERA projects will be materially increased under WPA auspices."

Housing Program for the United States

"Private enterprise cannot afford to provide, within the means of the lower income groups, the standard of housing accommodation necessary for decent living. At the same time the community cannot afford to tolerate among its members the degrading and slum conditions of life which follow from any failure to maintain this minimum standard of housing."

These general considerations, says "A Housing Program for the United States," just published by Public Administration Service, underlie the necessity for federal, state and local governments aiding and prosecuting housing projects, not simply to provide emergency work but to set up sound and permanent programs of slum clearance and low cost housing. "A Housing Program for the United States" is a report based on a survey made in 1934 by a group of foreign and American housing technicians and is prepared under the direction of the National Association of Housing Officials.

"It has long been recognized," the report points out, "that a minimum standard of education must be secured for all the citizens if they are to be serviceable members of the community and contribute their share to its life and welfare." This education has become a public responsibility and in many countries has been provided free of charge as the "simplest and most economical way of securing the required standard for all." In many European countries, the report continues, a similar public responsibility is felt toward housing, particularly in urban areas since "the health of the community and its social and economic stability demand the maintenance of a certain minimum standard of dwelling for all its families."

Three classes must be recognized among those for whom houses may be required, the report cites:

1. Those with enough capital or settled income to pay rents which will enable private enterprise to meet their needs;
2. Those in less favorable position but who could afford the lower rents which would meet the bare annual charges and long-term amortization which would enable some form of public authority or corporation to provide the dwellings without profit but without loss;
3. Those who, temporarily or permanently, do not earn enough to pay even the low rents of the last-named group, and who, if they are to live in adequate dwellings, must be subsidized or helped in one way or another.

"Once the evils of overcrowding, the slum conditions to which it leads, and the necessity for maintaining a minimum standard in housing accommodation are recognized," the report continues, "the duty for seeing that the necessary dwellings are available becomes a public one. It must be assumed by the nation, entrusted to appropriate authorities, and be treated as a public service to be discharged in the most efficient and economical way."

NOTE TO EDITORS: This is but one point discussed in "A Housing Program for the United States." Others will be included in future releases.

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City Purchases Soon Excise-Tax Exempt

Taxation - Exemption

Beginning October 1, all purchases made by cities for their exclusive use will be exempt from the manufacturers' excise tax. This is pointed out in a recent letter sent mayors and other city officials by Paul V. Betters, executive director of the U.S. Conference of Mayors and the American Municipal Association. On that date the amendment to the manufacturers' excise tax provisions of the Revenue Act becomes effective. The two associations proposed and sponsored the amendment which Mr. Betters finds "one of the most important pieces of legislation passed at the last session of Congress so far as cities are concerned."

In the past, sales of certain commodities to cities and states were exempt from the manufacturers' excise tax only in those cases where the articles were to be used in connection with "an essential governmental function." The Bureau of Internal Revenue ruled that such municipal functions as the operation of parks and playgrounds, transportation facilities such as railways, bus lines, airports, wharves, docks or warehouses, and public utilities such as water, light, heat and power and even cemeteries were non-essential functions. This meant that purchases for these departments were taxable, whereas those made for police and fire departments, and the like, were exempt.

"This confusing situation," Mr. Betters says, "has now been clarified so that there is no longer any distinction between 'essential' and 'non-essential' governmental functions. The exemption does not apply, however, to city purchases for the personal use of employees or for contractors doing city work."

Items formerly taxable under Title IV of the Revenue Act which will now be tax-free for all municipal services include gasoline and lubricating oils, tires and tubes, autos and auto trucks, auto accessories, radios, mechanical refrigerators, sporting goods, cameras, toilet preparations, chewing gum and matches.

Mr. Betters points out the fact that the present amendment places no limitation on the number of sales intervening between the manufacturer and the purchaser, credits or refunds being specifically provided for. Previously, no exemption was allowed where there was more than one intervening sale between the manufacturer and the municipality.

It is suggested that where the manufacturers' excise tax is included on an invoice that such tax be deducted before payment and the vendor requested to supply an exemption certificate. "Furthermore," says Mr. Betters, "it would be found helpful for the city purchasing agent to inform vendors of this procedure when placing orders since it is sometimes difficult to obtain a refund after the tax has been paid."

THE UNIVERSITY OF CHICAGO PRESS

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One Year's Housing Development

Ten states so far this year have passed laws enabling the establishment of housing authorities, five have authorized cities to cooperate with local authorities in various ways, and 12 have granted powers of condemnation for housing purposes to governmental agencies.

Such is the legislative progress of a year in public housing activities, as reported in an appendix to "A Housing Program for the United States" just published by Public Administration Service, and sponsored by the National Association of Housing Officials. The housing program is an extension of a summary report issued almost a year ago and based on a survey of housing conditions in the United States made by a group of foreign and American technicians.

The appendix to the current "Program" recites developments in national housing policies since the issuance of the preliminary pamphlet and finds that the trend of affairs is in the direction suggested by the report. Principal components of this "trend" include the increasing importance of local governments or special agencies in housing developments; the reduction in costs and hence in rentals that will result from both the new financial policies of the Housing Division of the PWA and the subsidies that will be granted by the Resettlement Administration; the shift from exclusive consideration of "decaying or slum areas" as possible sites to an investigation of the possibilities of suburban, satellite and other districts; and the provision of specialized training in housing management.

Notable evidence of the increasing importance of local governmental units in the housing program is found in the fact that since last October nine local housing authorities have been established. Especially cited in support of this trend is the agreement reached by Mayor La Guardia of New York City, PWA Administrator Ickes, and Chairman Langdon Post of the New York Housing Authority whereby the federal government withdrew its petition for condemnation on the Williamsburg site in favor of the local authority and city which agreed to acquire by eminent domain that portion of the property not optioned within 30 days. This agreement was carried out and the method repeated on another New York project.

"A Housing Program for the United States" was largely drafted by Sir Raymond Unwin, former president of the International Federation for Housing and "probably the world's leading expert in the housing field." The summary was endorsed by over 80 leaders in the housing movement and in government.

Municipal Finance

Chasing the "Odd Dollar"

Where to get that "odd dollar" either through cutting down on operating expense or by developing new revenue-producing sources is still a popular administrative procedure among American municipalities. Under the caption "What American Cities Are Doing" in the current issue of "Public Management," monthly journal of the International City Managers' Association, we find the following items:

Michigan cities are searching for new revenue sources to help them through the first year under the new 15-mill tax limitation. Ionia and Saginaw are concentrating on delinquent water bills; the former has ordered water shut off for users delinquent 30 days after the quarter ending August 1, while the latter has threatened suspension of water service and now requires a \$5 deposit from persons not paying their water bills. Grand Rapids is considering plans for operating the sewage-treatment, garbage-disposal and sanitary-sewer system services as utilities.

Nearly 100 Nebraska municipalities have refinanced a total of \$6,500,000 of outstanding indebtedness at a saving of between one and one-half per cent in interest rates. Some issues have been authorized and sold which cannot be delivered for from 3 to 8 months.

With its tax bills the city of Rome, New York, sends a tax analysis showing where the taxpayers' money goes and asks the citizen to compare the cost of city services with his monthly gas, electric and telephone bills.

A move to legalize traffic zones and islands has been made by the Kansas City, Mo., City Council. Formerly these safety devices have been provided under administrative authority, thus being liable to the charge that they were illegal obstructions in the city streets. The new move is in the nature of a safeguard against suits by motorists.

In Yonkers, New York, no automobile may be equipped with a short-wave radio without a permit from the public safety commissioner costing \$25 annually. Fingerprints of all applicants are taken by the bureau of police. The radio may not be transferred to another automobile.

This latter provision, it is pointed out, is presumably regulatory, and not for revenue-producing purposes.

Those cities looking to collection of delinquent taxes to swell their coffers may take heart in a recent decision of the Minnesota Supreme Court which ruled as unconstitutional an act permitting the settlement of delinquent taxes for less than the full amount of the original assessment. The court held that the act violated the uniformity clause of the constitution by discriminating in favor of property owners who fail to pay promptly.

Conference
City Officials to Meet Each Other

City managers, municipal finance officers, tax assessors, and other city officials from all over the country will meet together for the first time, October 21-23, when the conventions of their respective professional associations are held. The four organizations which, this year, have identical convention dates in Knoxville, Tennessee are the International City Managers' Association, the Municipal Finance Officers' Association, the National Association of Tax Assessing Officers, and the American Municipal Association.

Though each of the associations will have sessions for the discussion of its individual problems, there will be one joint general session October 22 when "The Human Objectives of Administration" will be discussed. On this particular program will appear Luther Gulick, director of the Institute of Public Administration, New York City, Dr. Charles E. Merriam, chairman of the National Resources Committee and chairman of the department of political science of the University of Chicago, and Louis Brownlow, director of Public Administration Clearing House, Chicago. Mr. Gulick will speak on "Better Municipal Personnel," Dr. Merriam on "Local Planning for Use of National Resources," and Mr. Brownlow's subject will be "Seeing the Community As a Whole."

Presidents of the executive boards of three associations are: city managers, H.L. Woolhiser, Winnetka, Illinois; municipal finance officers, Henry A. Allen, Worcester, Mass.; and assessing officers, John C. Donehoo, St. Petersburg, Florida. The American Municipal Association, governed by an executive committee of seven members, is composed of about 25 state leagues of municipalities, representing some 5,000 cities and towns.

Executive directors of the four associations, all of which maintain staff headquarters in Chicago, are: city managers, Clarence E. Ridley; finance officers, Carl H. Chatters; assessing officers, Albert W. Noonan (technical director); and municipal association, Paul V. Betters.

Tax collection - Delinquency

Partial Payments on Delinquent Taxes

Instalment payment of delinquent taxes is running into constitutional snags. Two recent decisions--one in Minnesota and the other in Illinois--find this method of delinquent-tax payment discriminates in favor of that class of property owner who fails to pay promptly.

The Minnesota decision, handed down by the State Supreme Court, ruled that legislation providing for instalment payments of delinquent taxes violated the uniformity clause in the constitution. The Illinois decision emanated from the circuit court, where a Chicago jurist found that "the legislature has no right to remit taxes and waive penalties, particularly as these revenues are already included in local government budgets." The statute provides that delinquent taxpayers may pay their bills for 1932 and prior years in seven instalments at the interest rate of 6 per cent a year, and penalties accruing up to the time of payment of the first instalment may be cancelled. The Illinois decision will be appealed.

There recently has been much legislation covering the payment of delinquent taxes. The right to pay them in instalments over a period of years has been granted or extended in Arizona, Idaho, Indiana, New Mexico, Oregon, Washington, Maryland, Montana, New Jersey, and Pennsylvania. Oregon allows partial payments in any sum of \$2.50 or more and also allows delinquent taxpayers to work out their indebtedness.

Payment of current as opposed to delinquent taxes is considered "a worth-while procedure" by the editor of "Municipal Finance" published by the Municipal Finance Officers' Association. In answer to a query on the subject this journal says:

"The practice of paying taxes by monthly instalments is limited only by the practical difficulties involved in its operation. However, we feel much more favorably inclined toward a monthly payment plan. From the standpoint of administration, we believe it to be the best."

Noise

From Honk to Sh-h-h

The great god Din is about to give Morpheus a break!

Anti-noise drives, campaigns, surveys and ordinances are the order of the day, and the tired traveler may yet get a night's sleep without disturbance from the honking horn and the shrieking siren.

According to the current issue of "U.S. Municipal News," edited by Paul V. Betters, campaigns against the noise nuisance continue to grow, and the provinces are emulating New York City, whose most recent anti-noise effort is the ban against any automobile horn honking during the normal hours of sleep.

Chicago already has fined several violators of its new traffic code under that section which provides that "no warning device on an automobile shall emit an unreasonably loud or harsh sound or whistle." Utica, New York, is making a drive against truck drivers who breeze along with their cut-outs open and against that species of homo that prefers honking his horn to ringing the doorbell.

Memphis police are toning down the cries of fruit and vegetable peddlers; Indianapolis bars trucks from certain residential streets; Atlanta bars unnecessary noises after midnight; Seattle moves to limit target practice in shooting galleries between the hours of ten in the morning and midnight; and Philadelphia "strives for quieter early morning hours."

Many believe that the automobile can be entirely dehorned. It has been done in certain European countries. Whether the United States citizen will ever have to rely entirely on his driving ability and his car brakes remains to be seen. However, most of the honking can be eliminated. In that connection the chief engineer of a leading motor car manufacturer finds that there are only four occasions "when a careful driver needs his horn: to warn another driver of his intention to pass; to warn a careless pedestrian; at blind intersections; and to warn an approaching driver when he is over the center line on the wrong side of the road."

News Bulletin of
PUBLIC ADMINISTRATION CLEARING HOUSE
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WPA or PWA?

Public Works Fund

Quick-moving projects or heavy-type public works -- where is the accent to be placed by the Administration in spending its \$4,800,000,000 works fund?

On the quick-moving projects is the answer to this question given public works engineers and administrators in the current issue of the Public Works Engineers' News Letter, published monthly by the American Society of Municipal Engineers and the International Association of Public Works Officials.

Through its Washington correspondent the News Letter reports that of 3,076 PWA projects referred to WPA Administrator Hopkins, 2,032 projects, involving \$342,000,000 in loans and grants, have been turned down. Rejections are based largely, it is pointed out, on the fact that projects do not check with required man-year costs or absorption of relief labor.

"Moreover," the report continues, "PWA projects face other obstacles after they are certified by Administrator Hopkins. Some 625 of them, involving \$127,213,000 in grants, have been signed by the President but over half of these require supplemental loans, and it is by no means certain that the localities can furnish the bonds necessary for security.

"Thus, for various reasons . . . work has been started on only 25 projects involving the employment of 300 men. And this is so, despite the fact that PWA projects that have been engineered and sent to Washington plus collateral work which the localities intend to undertake, total \$1,500,000,000."

According to a recent estimate made by Administrator Hopkins, 837,563 workers are now employed on WPA and other projects. "Breaking this down," the News Letter recites, "we find that 248,110 of these people are working on WPA projects, 519,192 are CCC workers, and 70,110 are working on projects undertaken by other government agencies such as the Bureau of Public Roads."

Of the \$1,794,484,583 in WPA project applications that have been received, the report continues, "applications totalling \$1,047,000,000 have been sent to the Allotments Board, and projects totalling \$645,000,000 have been recommended. The President has signed applications totalling \$593,000,000 and \$320,000,000 of this amount has been released by the Treasury Department.

"Altogether, Administrator Hopkins is firmly convinced that in one sort of project or another, every city and district will receive its quota from the \$4,000,000,000 fund. While he is reluctant to turn down worthy PWA projects, he feels that it is necessary that all the work should conform to the standards set to secure the maximum amount of employment and to absorb all the employable persons on the relief rolls."

Traffic Deaths and Training - Police

Accident prevention

Four times an hour, every hour in the 24 and every day in the year someone in this country is killed in an automobile accident. Here's a number equivalent to one-third the approximate peace-time strength of the regular army. Or --well, make your own numerical comparisons. In addition, almost a million persons suffer injuries every year.

Obviously there is ample room for traffic safety programs -- for the enlightenment of both citizen and police officer. Although the average citizen's direct contact with the serious effects of crashing lights, speeding, reckless driving and the like is sporadic, the police officer goes to school to find out how he can help reduce the casualty list.

According to the Police Chiefs' News Letter, published by the International Association of Chiefs of Police, three training schools will be held in the near future. Only one of them will accent traffic but all will consider it. For the third year the Traffic Officers' Training School is to be held under the joint auspices of Northwestern University and the traffic division of the Evanston, Illinois, police department. The school will run from October 21 to November 1 and police and peace officers of all jurisdictions are invited to attend. Two instruction periods per day will be held and the curriculum will be confined to "strictly practical aspects of traffic control and accident prevention." Nationally known traffic authorities and police officers will act as instructors.

"Through the organization of the Public Safety Institute," says a recent announcement, "Purdue University is endeavoring to coordinate a number of activities now being carried on in the interest of safety . . . " The Institute will carry on at Purdue and other important centers in Indiana a campaign to impress upon the public the need for greater safety through regular police channels. Not only will traffic be considered but police protection and researches in science and technology of police administration as well. Frank M. Kreml, director of the bureau of accident prevention of the Evanston police department has been granted a six-month's leave of absence to be on the staff of the Institute.

The Third Annual League of Kansas Municipalities Training School is scheduled to open October 6 for one week's training. The course will include instruction in police tactics, criminal investigation, police records and reporting, the use of weapons, etc.

(Government, Cost of (Municipal))

Only the Price of a Pack of Cigarettes

For the price of a package of cigarettes the average Detroit householder can buy all his major municipal services for one day. And that includes education, health, and recreation, police and fire protection, garbage and sewage disposal, and public lighting.

As shown in a chart prepared by Kenneth J. McCarren of the Detroit Board of Assessors and recently released by the National Association of Tax Assessing Officers, the whole tax budget costs the owner of a \$4,000 house a fraction under 27 cents a day. If his property is assessed at \$1,000 the daily load is less than 7 cents. Owners of \$15,000 houses pay only about \$1 daily.

In commenting on the costs of municipal services to the average Detroit householder, Albert W. Noonan, technical director of the association, says: "The entire tax budget of Detroit for 1935-1936 is almost \$55,000,000. This overall figure seems huge to the average man, and he is apt to feel that the cost of operating the various municipal services is excessive. But when you relate this cost to prices of average commodities, the taxpayer really is getting one of the biggest bargains obtainable anywhere.

"Fire protection costs, per day, less than a cup of coffee. The cost of mailing a local letter would cover garbage and sewage disposal, lighting, health, and recreation. But the biggest bargain of all seems to be in education.

"It is well known how many parents welcome the opening of school, knowing that their children will be properly instructed and disciplined during the most irritating period of their lives by competent teachers. From nine o'clock in the morning until three in the afternoon mothers can safely forget about their children, knowing they are being trained to be useful citizens. This great service costs the average Detroit taxpayer only $6\frac{1}{4}$ cents a day, less than the carfare his wife spends to attend a bridge luncheon.

"The fact that Detroit enjoys one of the highest health ratings in the country is due to the excellence of its sanitary facilities. All the average taxpayer pays for this insurance against disease is less than one cent a day."

Zoning Ordinance Phraseology

Explicit definition of words and terms is necessary in zoning ordinances if the laws enacted are to mean what they seem to convey. This is borne out in the current issue of the news-letter published by the American Society of Planning Officials.

Citing recent court decisions bearing on zoning law interpretation, Alfred Bettman, president of the association, finds in a recent New York case a prime example of the importance of definition of terms. The court held that the prohibition of "storage" of more than five motor vehicles did not prohibit the use of the premises for commercial "parking", since "storage connotes a certain degree of permanency, whereas parking, or the place for the standing of a vehicle unattended by a person capable of operating it, connotes transience."

A New Jersey monument maker owned a lot near a cemetery where he exhibited his wares, although he cut his stone elsewhere. His lot was in an area where stoneyards were forbidden. The city of Newark sought to keep him from exhibiting his monuments, but the court defined a stoneyard as including the making or cutting of the stones, and held that use of the lot for display purposes only was no violation of the ordinance.

"The case illustrates," says Mr. Bettman, "the importance of thoroughness and carefulness in the selection and inclusion of the words and terms of the ordinance. An incidental reference in the court's opinion indicates the possibility of a serious problem for New Jersey. The clause of its constitution which permits zoning mentions the regulation of 'buildings and structures' but omits any express reference to 'premises', and the court intimated a doubt whether this would allow regulation of the use of vacant property."

Still another case involving confusion of terms was recently decided in the District Court of Appeals against the Board of City Planning Commissioners of Los Angeles. The case dealt with property located in a zone in which a contracting business was permitted but storage prohibited. The court held that the ordinance permitted the contractor to store machinery on his premises, "even during a period when his contracting business was in suspension."

Cities Improve Financial Status

Municipal Finance

Through improved tax collections, through refunding bonds at lower interest rates and by employing the pay-as-you-go plan many American cities are improving their financial status, according to the Municipal Finance Officers' Association, of which Carl H. Chatters is the executive director. Here are some samples, as reported by the association:

The city of Topeka, Kansas, reports that it has already collected taxes equal in amount to 97 per cent of the current year's levy, with two months still to go. Furthermore, the debt of the city has been reduced approximately \$500,000 during the year.

The city of East Orange, N. J., has reorganized its finances under the New Jersey cash-basis act. Tax collections have improved greatly through new collection methods which include a card-index system, monthly letters to delinquents and personal calls.

Tax delinquency in Lansing, Michigan, on May 1 this year was 20.19 per cent as compared to a delinquency of 30.16 per cent May 1, 1934 and 30.22 the same day in 1933.

Los Angeles, Cal., as of June 30 each year shows the following rate of delinquency on the current year's real estate levies: 1935--8.85 per cent; 1934 - 10.80 per cent; 1933 -- 12.93 per cent.

Five Washington cities -- Bellingham, Enumclaw, Kent, Renton and Seattle -- have recently refunded \$3,594,000 water bonds using the utility bond refunding act, laws of 1935. Savings resulting from lowered interest rates total \$576,000. In Bellingham the interest rate was reduced from 5 to 2.694 per cent; in Enumclaw from 6 to 3.3 per cent; in Kent from $5\frac{1}{2}$ to 4 per cent; in Renton from $5\frac{1}{2}$ to 3.73 per cent; and in Seattle the 4-per cent bonds were reduced to 2.09 per cent, $4\frac{1}{2}$ per cent to 2.1514 per cent and $4\frac{1}{4}$ per cent to 2.417 per cent. These savings were possible because the original bonds were callable.

This year the city of Topeka levied a tax of one mill to raise \$95,000 for permanent improvements. The 1935 legislature authorized a two-mill levy so that all construction might be paid for by cash instead of bonding. In spite of this levy for improvements the total tax rate was reduced by reason of a reduction in debt charges.

The first part of the paper is devoted to a general discussion of the problem. It is shown that the problem is of great importance in the theory of the structure of the atom. The second part is devoted to a detailed analysis of the experimental results. It is shown that the results are in good agreement with the theoretical predictions. The third part is devoted to a discussion of the results and their implications. It is shown that the results are in good agreement with the theoretical predictions.

The results of the experiment are shown in Figure 1. It is seen that the results are in good agreement with the theoretical predictions. The results are also shown in Table 1. It is seen that the results are in good agreement with the theoretical predictions. The results are also shown in Table 2. It is seen that the results are in good agreement with the theoretical predictions.

The results of the experiment are shown in Figure 2. It is seen that the results are in good agreement with the theoretical predictions. The results are also shown in Table 3. It is seen that the results are in good agreement with the theoretical predictions. The results are also shown in Table 4. It is seen that the results are in good agreement with the theoretical predictions.

Revision of Criminal Justice Machinery Urged

To strengthen the public attack on the gangster, killer and thief, entire revision of criminal justice machinery is recommended to municipal officials by Donald C. Stone, Public Administration Service, Chicago.

Mr. Stone's proposals include abolition of the offices of sheriff and coroner; setting up of state police forces; the elimination of politics from police and justice agencies; establishment of higher standards in recruiting policemen; extension of statewide and local police training work; installation of improved records and identification systems in municipalities and as part of the state police; more thorough investigation of crime with greater attention to minor complaints; unification of police and prosecution work, with the police maintaining legal staffs to aid in the preparation of cases; and the creation of a crime prevention bureau in each police department.

"Although a revision of criminal procedure with the elimination of needless technicalities which favor the crook is needed," said Mr. Stone, "the real problem is how can improvement in administration be achieved. Only 14% of auto thieves are apprehended and 25% of burglars. Twenty-five to fifty per cent of cases are eliminated in preliminary hearing, 5 to 10% more in grand jury, and of the small proportion apprehended, in only about 30% of the cases is guilt established. About 5 or 6% of felony cases are tried by jury, so the jury is quite unimportant.

"Because trials have news value they appear to be a main link in the chain of justice. The real problem is to improve the crime repression and prevention work of our police, to make more thorough investigation, to speed up prosecutions, and to run our courts in a more businesslike manner. Good administration with competent personnel will remove many deficiencies, disjointed as the justice machine as a whole may be."

Mr. Stone has made many police and crime surveys, has assisted in setting up the nationwide system of crime reporting operated by the U. S. Department of Justice, and edits the Police Chiefs' News Letter, official organ of the International Association of Chiefs of Police.

JOINT REFERENCE
LIBRARY
The Conflicting Tax Muddle

Taxation, Conflicting

Federal and state governments are tapping the ~~same tax~~ base as sources of revenue in more than 800 cases. Though many of the bases subject to federal-state duplication are insignificant from the standpoint of revenue yield, at least seven of them are relied upon by each unit of government as major sources of income: the personal income tax, the corporation income tax, inheritance and estate taxes, taxes on admissions to amusement places, tobacco tax, alcoholic beverage taxes and the gasoline tax.

Upon these facts does the Interstate Commission on Conflicting Taxation base its report on the general tax conflict situation. The report has just been issued through the commission's secretary, Henry W. Toll.

Although the federal government "suffers comparatively less from the present lack of orderliness in intergovernmental fiscal relations than do the states and their subdivisions," the report points out, it has a "vital interest in conserving the yield" of these common tax sources principally because "the states and their subdivisions are at liberty to seize upon types of taxes which they are not as well fitted to administer as is the federal government" and because "in the case of many taxes there is a point beyond which the rate cannot be raised without diminishing the yield."

Under the present system of "independent and competitive utilization of the same types of taxes by both the federal government and the states," reads the report, "there is no possibility of exercising any effective control over the burden of taxation on bases which are shared in common."

Not only do states "suffer from the fiscal individualism of the federal government," the report continues, "they suffer also from their own individualism in their relations with each other. Each state reaches out to tax as much as it can legally regardless of the fact that what is legally permissible may be equivalent to extra-territorial taxation."

Other victims of this "extreme fiscal separatism" the report points out, are the municipalities and other governmental units. "As creatures of the states," it says,

(MORE)

"they are limited to such revenue sources as the states prescribe for them. Their only considerable revenue source is the general property tax," which, it is emphasized, "has been squeezed dry."

Out of this general situation of tax duplication and conflict five major evils appear:

Tax competition between the federal government and the states, which makes it difficult for the states to raise needed revenues or to adopt new financial programs until they know what the federal government will do;

Interstate tax competition, which makes it difficult for a single state to adopt certain new forms of taxation, or, in the case of already existing levies, to impose socially desirable rates unless competing states take similar action;

Overlapping and conflicting state claims to taxing jurisdictions, which result in double taxation of an inequitable nature;

The avoidance of certain types of state taxation, such as sales taxes, under the protection of the Interstate Commerce Clause; and

Uneconomic division of tax-administering functions, which results in excessive costs, bootlegging and tax evasion.

To eliminate tax conflicts the report cites four major proposals which have been "most vigorously urged":

First, centralization, or the "federal administration of taxes subject to uneconomic administrative duplication coupled with federal grants-in-aid, national administration with state sharing, and state additions or supplements to nationally administered taxes";

Second, federal credits, whereby "when both the federal government and the states impose similar taxes, amounts paid under the state tax would be allowed as an offset against the taxpayer's liability under the federal tax up to a specified percentage of the liability";

Third, segregation, wherein complete or partial separation of the tax field would be secured through the assignment of certain types of taxes exclusively to the federal government and of certain other types of taxes exclusively to the states; and

Fourth, intergovernmental comity, to be made effective through interstate reciprocity and retaliation, and promotion of uniform state laws and administrative methods.

The report examines each of these major avenues of tax-conflict correction at length, supplementing its findings with tables showing past yields of the various types of taxation and possible yields under the palliative proposals.

The report was prepared under the direction of James W. Martin, research director of the Interstate Commission on Conflicting Taxation.

"Crime Compacts" Anti-Crime

At least 34 states will participate in the Interstate Crime Conference which has been called by the New Jersey Commission on Inter-State Cooperation at the State House in Trenton October 11 and 12 chiefly to deal with the matter of cooperating against crime by compact.

More than twenty attorneys general will attend the meeting, it is announced, as well as governors and governors' representatives, state police officials, professors of criminal and constitutional law from leading law schools and representatives from interested organizations. The federal government will also be represented.

Interstate compacts, authorized by Congressional action in 1934, provide that one or more states may enter into a compact "in the prevention of crime and in the enforcement of their respective criminal laws and policies, and to establish such agencies, joint or otherwise, as they deem desirable for making effective such agreements and compacts." Since that time legislation concerning interstate compacts has been introduced in more than twelve states, passing in several of them. In 22 states commissions or legislative committees on interstate cooperation have been appointed to consider compacts in the crime field. A number of national organizations also have set up interstate compact committees.

Six principal uses for interstate compacts have been suggested:

1. Power to cross political boundary lines in "hot pursuit" of criminals.
2. Extension of authority of peace officers to serve process in more than one state (not "hot pursuit" cases).
3. Elimination of the customary rendition procedure in the return of fugitives.
4. Provision for the securing of out-of-state witnesses for attendance at criminal trials.
5. Joint supervision of parole and simplification of the return of parole violators.
6. Establishment of joint agencies, such as cooperative radio stations; teletype systems, bureaus of investigation, of identification, and of statistics; crime laboratories, and joint police unit or border patrol.

Governmental Research Accomplishments, 1935

Governmental research agencies throughout the United States have found new opportunities for constructive service during the year 1935, according to Robert M. Paige, secretary of the Governmental Research Association.

The following "high spots" are from the reports of local research bureaus assembled by the Governmental Research Association:

The Philadelphia Bureau of Municipal Research, at the request of the city officials, participated in a comprehensive audit of the city's sinking fund.

The Cincinnati Bureau of Governmental Research arranged and directed a "monumental" survey of the public school system of Cincinnati.

The Detroit Bureau of Governmental Research completed arrangements for cooperating with the newly formed School of Public Affairs of Wayne University and launched a program of research in economic and social problems as well as in public administrative affairs. This program, says Mr. Paige, "bids fair to make the second twenty years of this outstanding bureau even more noteworthy than were its first two decades."

The Boston Municipal Research Bureau began a comprehensive study of governmental organization in the Boston metropolitan area preparatory to the drafting of a definite program for coordination and simplification of local government in this region.

The Baltimore Commission on Governmental Efficiency and Economy extended its scope and began a series of studies looking towards the solution of some of the financial and administrative problems of the state of Maryland.

The Bureau of Governmental Research of New Orleans undertook an educational campaign to inform citizens of the shortcomings of the New Orleans city charter and the changes which might be made to improve it.

The Des Moines Bureau of Municipal Research drafted and secured the passage of legislation which "should result in the realization of almost one million dollars of additional revenue by the government of Polk County through the collection of delinquent taxes which under the old laws were practically uncollectible."

The Hawaii Bureau of Governmental Research, at the request of territorial officials, assisted in the reorganization of the tax department to enable it to administer the new tax laws passed by the 1935 session of the legislature.

Steps Ahead in Personnel Administration

Two new measures designed to improve the administering of hired personnel of local governments are seen as an advance in civil service by G. Lyle Belsley, executive director of the Civil Service Assembly, who describes them in the current news letter of the association.

California cities and Hamilton County, Ohio, are the experimenters.

Through an act passed by the last legislature, all California cities, which may henceforth adopt by ordinance any type of personnel system, are permitted to contract with any other city or county, or with a state department, for the rendering of any kind of personnel service. This makes it possible for a jurisdiction lacking sufficient funds for establishing and properly administering its own central personnel agency, to use the services of agencies already established and properly staffed. Closer co-ordination of the activities of public personnel agencies within the state is expected as a result of this measure, Mr. Belsley comments.

The legislative body of the city may designate the establishments and positions coming within the scope of the ordinance and may add others later. It may not remove establishments or provisions from the scope of the ordinance unless two-thirds of the qualified electors vote approval at the regular or special municipal election.

Electors of Hamilton County, voting in November on the adoption of a county-executive charter, will find a provision on personnel anticipating the transfer of employees from one governmental jurisdiction to another through the plan for uniformly classifying positions at all governmental levels. This would make it possible for an employee to enter governmental service in one jurisdiction in the area, and if qualified, to be transferred and promoted to positions in other jurisdictions in the same area.

- Conference
Public Works Congress This Month

What does the future have in store for the constructing and financing of public works?

This will be an important topic of discussion when the American Society of Municipal Engineers and the International Association of Public Works Officials hold their joint congress in Cincinnati October 14-16. Public works--today and tomorrow--has been announced as the keynote of the congress.

Major characteristics of public works in 1935 will be discussed by twenty members of the two organizations, representing small as well as large cities, and counties and states. This is to be a composite picture of the present status of public works activity--how much cities are doing, how they are financing, and what kind of improvements are being emphasized.

A "panel" discussion of the public works operations of the federal government in cooperation with cities, counties and states will be another important feature. Ranking officials of the FWA and the WPA, an outstanding municipal engineer, a consulting engineer and a public works official will discuss the federal works program as to its effectiveness and the responsibilities of the various agencies concerned. A works program "clinic," which will have officials of federal and state agencies as consulting "doctors," will answer specific questions on the program's operation.

Public works of tomorrow will be discussed in the light of expected population changes, the relations between the city planner and the city engineer, and financing. Professionalization of the public works service will also have the attention of the congress.

City Manager C. A. Dykstra of Cincinnati and David Cushman Coyle, consulting engineer and economist of New York, are among speakers scheduled for the congress, which, for the most part, will consist of informal sessions.

Small Cities Have Advantage in Planning

Small cities are just as vitally concerned with planning as large ones and should not consider themselves unimportant in this respect, says Walter H. Blucher, executive director, American Society of Planning Officials.

Cities in the 25,000-50,000 population class, and those still less populous, he points out, may be seen as even more truly concerned with planning than larger cities, because often their situations, topographically and industrially, afford a naturally desirable place to live. Larger cities, on the other hand, have in many cases been suffering from "hardening of the arteries" for some time, and their extensive re-planning will mean a vast expenditure of money. Small cities have the advantage here, because they are still pliable.

During the past year approximately 200 communities with populations under 50,000 have set up planning commissions, according to the society's count. A number of these are in the West and Far West: North Dakota (where 23 municipal planning commissions were established in one month), Nevada, Wyoming, Washington, California and Oregon.

Many of these new planning boards are taking an active part in the works program, according to Mr. Blucher. He points out that work relief funds now available make it possible also for small cities to complete much of the preliminary work for city plans not yet begun, such as land use surveys, property inventories, zoning studies, recreation developments, all leading to physical improvements in the community.

Welfare Organizations in the States

Although funds to finance the new Federal Social Security Act are not available at present, due to the congressional filibuster, it is time for states to consider whether they can take advantage of the expected grants-in-aid without some legislative action, says the October issue of Public Welfare News, bulletin of the American Public Welfare Association.

Many of the states have sound administrative organizations, which enable them to take over additional responsibilities in the social security field without statutory changes, it is commented. During 1935 twenty states either set up new state and local administrative machinery or amended acts relating to agencies already in operation. Others, however, still need to revise their methods of managing welfare activities.

Important qualifications to be written into laws creating organizations for state and local administration of public welfare, as suggested by the American Public Welfare Association, are included in a "model plan" printed in the News:

The State Department of Public Welfare should consist of a State Board of Public Welfare, a Commissioner of Public Welfare appointed by the Board as its executive officer and such additional personnel as may be necessary....It should administer or supervise all welfare functions assumed by the state, among them all forms of public assistance, all child welfare activities, organization services to localities, all mental hygiene work, and all correctional activities, including the operation of all the penal and correctional institutions....It should cooperate with and act as the agent for the Federal Government in welfare matters of mutual concern, administer federal funds granted to the state for these functions and be empowered to meet such federal standards as may be established....The aim of the Department should be a unified development of all non-institutional and institutional welfare activities and agencies of the state and of the county and local governments, so that each agency and institution may function as an integral part of the general program.

The State Board of Public Welfare appointed by the Governor, for overlapping terms, should be chosen on the basis of known interest in public welfare and without regard to political affiliations....A board of five or seven members serving for terms of five or seven years is suggested....Board members should receive no compensation except reimbursement for traveling expenses....The Board should appoint a Commissioner of Public Welfare to serve as the executive and administrative head of the Department, who should be a person of broad experience and training, technically qualified to carry out the duties of his office.

The Department should have the authority to disburse funds appropriated or allocated to it for welfare purposes, either directly through employees of the Department or in the form of grants-in-aid to county or district departments of public welfare.

In each county of the state there should be established a County Department of Public Welfare, consisting of a County Board of Public Welfare, a County Director of Public Welfare, and such employees as may be necessary....The State Department should have power to create, with the cooperation of the counties affected, public welfare districts, consisting of two or more counties....Members of the county boards should also be appointed according to interest in the work instead of political affiliation, and should receive no compensation other than traveling expenses.

Curb Asked on Civil Service Exempt Jobs

Continued exemption of governmental positions from civil service regulations "is a concession to the exponents of the spoils system" and constitutes "neglect or refusal to promote the efficiency of government system."

This belief as embodied in a resolution, climaxed the 27th annual meeting of the Civil Service Assembly, held recently in Milwaukee. Copies of the resolution, which follows, were ordered sent to President Roosevelt, to the president of the United States Senate and the speaker of the House of Representatives.

"It is a matter of regret to all those people who hope for continued improvement in personnel administration the frequency and number of exemptions from the Civil Service Laws of positions in the governmental personnel, that either by legislative enactment or executive order have been declared exempt from the provisions of Civil Service, and it is accordingly here declared by this Assembly that the best interests of the national service would be served by the inclusion of all personnel positions in the system, and that the reason for the exclusion of those positions, to wit, that an emergency is existing, is not in fact a valid reason, and that for the government to continue the exclusion of these positions is a concession to the exponents of the spoils system and neglect or refusal to promote the efficiency of government system."

Evidence was produced during the Assembly sessions that the exemption of positions in federal government service "either by legislative enactment or executive order" was having adverse effects on local civil service administration. A. O. Allgeyer, secretary of the City Civil Service Commission of Buffalo, N.Y., reported that approximately 1600 "white-collar" relief workers had been added to Buffalo's payrolls and were occupying positions that should normally be filled through civil service appointment.

Although it was agreed that if desirable such evils might be at least partially corrected through a central agency such as the Civil Service Assembly, there was evidence that betterments in public personnel administration could be secured locally, provided professional and civic groups joined in the effort. William Brownrigg, executive officer of the State Personnel Board of California, reported on the effectiveness of the California constitutional amendment governing the merit system of appointment to public office in that state. The amendment was passed by a direct vote of the people during the past year, and already more than 20,000 state employee positions have been put under civil service regulations.

WPA Funds Aid Assessors

Facts assessors and other tax officials have wished to know about their cities but never had the time or money to find out are being brought to light with WPA aid in a number of cities, according to the Assessors News-Letter, issued by the National Association of Tax Assessing Officers. This federal aid is being used to effect improvements in assessment methods in many places.

Pennsylvania has gone in for map-making projects. Leighton, Douangton, Phoenixville, Landsdowne, Wilkes-Barre, Haverford, Parkersburg, Ridley, Springfield, Edgeworth, Delaware and Chichester Counties have had applications for this purpose approved.

Mansfield, O. has a project to correct and bring tax maps up to date. Wheeling, W. Va. is making a map of all city property, and Kanawaha County, W. Va., a card index system for the assessor's office.

Hartford, Conn. is undertaking a reassessment and installation of a modern assessment system. Washington, D.C. is compiling and indexing old records in the assessor's office. Portland, Ore. is making an appraisal of public dock properties. New York City is making an investigation of real property exemptions and inequalities, while Indianapolis, Ind. is making a survey of all taxable buildings for the collection of appraisal data. South Bend and Mishawaka, both in Indiana, have applications approved for comprehensive real property surveys. In Ohio, Cincinnati is compiling a listing of special assessments since 1920, to ferret out the reason for delinquencies. Hamilton County, O. is engaged in a land use survey, to include maps and land classification, while Cleveland, O. is making surveys of family movements in 1934 and the use of thoroughfares to show trends and effects on property values.

Among proposed projects of larger size are the tax assessment and land surveys for the entire states of Arkansas and Michigan and the project submitted by the city of Ashland, Ky., covering a real estate survey of the entire city, which is to include a scientific assessment of all real estate and improvements, plus a revision of the city maps and photographs of all improvements.

Council-Manager Cities Mount in Number

Twelve cities committed to council-manager government by the people's vote as of October 1, with another city and 3 counties deciding the question in fall elections, constitutes a new year's record of adoption, according to the City Managers' News Letter, issued by the International City Managers' Association. A total of 461 cities and counties are now under the plan.

Compared with last year, 1935 has already bettered the record by five, and the total adoptions for 1933 by two. Nearly one in every five cities of over 10,000 population in the United States is now a "manager city."

Council-manager cities are of all sizes. The twelve cities adopting the plan this year have populations numbering from 1,045 to 123,356. They are: Ashland, Ky., 2,198; Eastport, Me., 3,466; Oakland, Me., 2,664; Grayling, Mich., 1,975; Rockford, Mich., 1,615; Troy, Vt., 1,045; North Troy, Vt., 1,898; Huron, S.D., 10,946; Trenton, N.J., 123,356; West Hartford, Conn., 24,941; Pittsburg, Calif., 9,610; Wheeling, W.Va., 61,659.

Saginaw, Mich., population 80,715, will vote on the adoption of a council-manager charter on October 14, and Cuyahoga County, O., with over a million people including the city of Cleveland; Hamilton County, population, 589,356 including Cincinnati, and Lucas County, population, 347,709 including Toledo, will consider adoption of manager charters on November 5.

Reduced PWA Housing

Housing

Reduction of the PWA housing allowance from works-relief money to only \$100,000,000 should not indicate discouragement to those interested in low-cost housing, says Edmond H. Hoben, assistant director of the National Association of Housing Officials, in a bulletin issued to members.

PWA Housing Division allotments from the National Industrial Recovery appropriation and works-relief funds, according to the bulletin, at one time totalled \$283,000,000 and contemplated about 75 federal projects, as against the 44 now listed. This means that over 30 projects which were sufficiently advanced to receive allotments have been suspended because construction upon them could not be inaugurated before January 1, 1936, or completed before January 1, 1937.

From the fact that the present restriction in program has resulted in the suspension of "many meritorious projects" the Association infers that "selection was based more upon a consideration of suitability for immediate construction rather than upon priority, demonstrated need, or degree of local cooperation."

Mr. Hoben points out that "the existence of a widespread and insistent demand for housing is the best means of bringing about a program which is regarded as permanent and as resting upon its own merits, rather than one which is regarded as an emergency work-relief activity."

Success of PWA Housing Division in completing the abridged program rapidly and well will have considerable influence on the attitude of the President and Congress towards more housing, in the opinion of the Association. Curtailment of the program is not regarded as a disappointment, because it will allow the Housing Division to concentrate efforts on a certain known list of projects, rather than upon distributed projects in various stages of development. The curtailment will also be an "excellent test" of how much local demand for housing exists, inasmuch as the communities which were disappointed may now indicate through their congressional representatives the extent of that disappointment.

Nearly 25,000 families will be provided new homes from the present PWA Housing Division program, according to estimate.

Four Associations to Meet at Knoxville

Discussion of what municipal officers can do to profit most by recently enacted federal laws, and some speculation on what the post-depression problems may be will run through the convention programs of four nationally known associations when they meet at Knoxville, Tenn., Oct. 21-23. The four association, which will meet independently except for one joint session, are the International City Managers' Association, Municipal Finance Officers' Association, American Municipal Association and National Association of Tax Assessing Officers.

At the first general meeting of the city managers, federal-state-city relationships will be discussed. Topics include the probable effects of the federal social security plan on various municipal activities, how cities may make the most effective use of PWA and WPA programs and what the future municipal program will be. Discussion leaders include city managers from all parts of the country.

Prominent on the finance officers' program is a discussion of the municipal finance officer's relationship to his profession, to his city and its citizens, to cities as a group, to the state and state officials, and to the nation and national government officials. A feature of this association's program will be "breakfast round-tables" with the discussions grouped by population, by type of government and by subject.

Sessions of the American Municipal Association will be concerned largely with the activities of state leagues of municipalities which compose the association's membership. Tax assessing officers will hear discussions on not only strictly technical matters but such subjects as the administration of exemption laws, how to deal with "assessment chiselers", and the value of the Costigan amendment (pink-slip bill amendment) in assessing tangible personalty.

The one joint session, to be held on the afternoon of October 22, will be addressed by Luther Gulick, director of the Institute of Public Administration, New York City; Charles E. Merriam, chairman, National Resources Committee and professor of political science at the University of Chicago; and Louis A. Brownlow, director, Public Administration Clearing House.

All organizations have planned to inspect the Tennessee Valley Authority development, including a visit to Norris Dam, on October 24. Dr. Arthur E. Morgan, chairman of the board of directors of the TVA, will talk to those making the trip.

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Housing Agencies to Meet in Washington

To secure greater cooperation among public and private housing agencies and to establish a base upon which there can be developed a more informed public opinion in support of a "sound comprehensive housing program," a Joint National Conference on Housing will be held in Washington, D. C., October 16-18. This conference is an outgrowth of two meetings called in Washington last spring by Frederic A. Delano, of the National Resources Committee, a frequent participant in housing and planning conferences. Mr. Delano will be general chairman of the conference, which has been arranged primarily for private housing agencies but which invites attendance also of representatives of official public agencies.

Slum reclamation and planning for the location of low-cost housing projects will be the chief topics of discussion for the opening day, October 16. Slum reclamation procedures and accomplishments in Schenectady, Chicago, New York City and Atlanta will be described by officials of the housing agencies involved. Discussion of low-cost project planning will include factors in the regional or community plan which should guide site selection, site location as affected by population and industrial movements, and the experiences in large metropolitan centers. In addition to these morning and night sessions, field trips will be made during the afternoon to housing developments in and near the District of Columbia.

Field trips will also be made the afternoon of October 17. Discussions that day will include design principles as related to site planning and types of dwelling units, and problems involved in the acquisition of property. The latter topic will cover methods of assembling housing sites with and without the aid of condemnation, and an exposition of some practical experiences in assembling sites in large cities.

Financing of low-rent housing and slum reclamation will be discussed the morning of October 18. The place of both private investment and that of public funds in such projects will be presented. The closing session will be devoted to the service of the federal government to home owners and tenants. What services the federal government is extending to the underprivileged, to home planning and operation, and to home financing will be explained.

The organization committee of the conference is headed by Ernest J. Bohn, the other members being Miss Helen Atwater, John Ihlder, Miss Harlean James, Leifur Magnusson, John Nolen, Samuel Ratensky, Mrs. Mary Simkhovitch and Alfred K. Stern.

Scientific Parole

A prisoner on parole is on "conditional release...under supervision." He is not being shown clemency or having his term shortened. He is not being rewarded for "good time conduct."

Disregard of these principles, which were set forth by the American Prison Association in 1870, is one reason why state parole systems are not working efficiently, according to Ray L. Huff, parole executive of the United States Department of Justice.

Writing in the October issue of State Government, official magazine of the Council of State Governments, Mr. Huff says: "The fact that a majority of states administer paroles through the pardon procedure or some modification of it, indicates the prevalence of the idea of clemency in connection with parole....Clemency has a definite place in criminal jurisprudence, but it is not parole. Its use should be restricted to the correction of legal errors, and to those exceptional cases where it is necessary for the highest authority of the state to act in the public interest by wiping out the crime."

Consideration of parole, Mr. Huff comments, "should rest on the needs of society as they are evidenced in each separate case." The preparation, selection and supervision of released prisoners involves getting facts not only exclusively on the prisoner, but on his family and friends. Reputable associates must be substituted for his criminal pals, legitimate resources for living must be provided and his attitudes and habits must be adjusted to the community in which he must live.

To accomplish this, it is necessary to have trained persons carrying out the administration of parole, he says. At present, however, only nine states have full-time, salaried Boards of Parole, most of the other states empowering as a sole parole officer the governor, who has too many other duties to perform to give exclusive attention to this work. Also, relatively few states have plans by which prevention and correction are efficiently organized with sufficient trained, competent and well-paid personnel who can by intensive field work "keep an eye on" the paroled prisoner during his social readjustment.

Corporate Investors and Municipal Bonds

Corporate buyers of municipal bonds must devise new yardsticks to determine the soundness of their proposed investments if they want to avoid losses by default. Depression changes in economic conditions require numerous measures other than the statistics usually supplied, to arrive at a true financial appraisal of the municipality.

This was the statement of Carl H. Chatters, executive director of the Municipal Finance Officers' Association, speaking before the American Life Convention recently in Chicago. Stressing the fact that the present financial predicament of local governments was due to "the improvidence of prosperity rather than the disasters of the depression," he urged insurance companies contemplating purchase of municipal bonds to find out: (1) the purpose for which the bonds are being issued; (2) the kind of bond considered; (3) what kind of governmental unit is offering the issue; (4) the governmental administration history as well as the financial history of the municipality; (5) the short-term borrowing policy of the municipality.

Of primary importance, Mr. Chatters pointed out, is knowledge not only of the income of the municipal corporation, but that of its taxpayers. "The failure to recognize that bonds must be paid from income is one reason," he said, "for the failure, in borderline cases, of the use of assessed valuation as a guide for buying municipal securities." Among the indices easily available for determining municipal income he mentioned bank clearings, expendable income, income tax returns, retail sales per capita, and automobile loans.

Legal debt limitations are of little value in determining capacities of cities to meet obligations because of overlapping tax burdens, he explained. He recommended that the entire burden against all property within the corporate units of any city be determined, that this figure be reduced to debt per capita, and that the percentage of debt to valuation be worked out.

Tax rates, he commented, "have little value as indicators of trends because of the violent fluctuations in assessed valuations and because there is so little relation in many cases between the actual value of property and the assessed value thereof."

Communicating on Crime

Police radio is advancing to a major position in the control of crime. According to the current Police Chiefs' News Letter, bulletin of the International Association of Chiefs of Police, 20 municipal and several state stations were under construction during the past month and 20 the month previous. These are additions to the 275 cities and 13 states listed in September by the Federal Communications Commission as having police radio systems.

Most of the stations have been financed through appropriations from taxes. In some cities, however, funds have been raised through policemen's benefits and voluntary subscriptions. Wheeling policemen contributed \$700 toward the cost of a radio system for their city.

In states which have state-wide radio systems, local police officials are installing receivers tuned to the state station in order to keep informed on criminal matters outside their jurisdictions which may turn up as trouble on their own doorsteps. The state of Michigan bought each local sheriff a radio receiver when the state-wide communication system was set up.

Most significant, according to the news bulletin, "is the increasing number of police agencies which are banding together to provide radio service from a central point. This type of cooperation is less expensive for all concerned and most effective, because all car crews in the entire area know what is going on." Charlotte, N.C. plans such a move in the near future, asking for a sufficiently high-powered station to serve all police cars of the county. Lubbock, Tex. recently was granted a permit to build a station designed to serve 21 counties.

The opposite policy has been followed in two metropolitan areas recently, it is commented. Small cities adjacent to and heretofore served by the central city have recently built their own stations, claiming that their calls were often held up in the central city while less important calls were dispatched to the central city's cars. In this connection the news bulletin remarks that "it is extremely important that the chiefs in central cities maintain close radio cooperation by treating the complaints of the smaller cities fairly. Similarly, smaller cities should recognize the advantages of cooperative communication systems and refrain from building transmitters as long as central service is satisfactory."

Wisconsin Counties Form Municipal Power District

Polk-Burnett Rural Electrification District

An experiment in municipal co-operation in the power field will be given a trial in Wisconsin with Polk and Burnett counties as pioneers, according to the current issue of Public Management, magazine of the International City Managers' Association.

At a recent referendum election in the two counties, 17 towns and 4 villages voted 2,998 to 654 to create an inter-county municipal power district, as permitted under an optional law passed by the state in 1931.

The Polk-Burnett district is designed to promote rural electrification. Its creation has been approved by the public service commission, which stipulated that the original debt be kept low, that interest rates on bonds be kept under 6 per cent, and that a genuine saving on the general expenses of existing privately owned utilities be indicated.

If this initial power district proves successful, it is indicated further inter-municipal activities in this field may be expected. Any two or more municipalities may organize these special districts, which are entirely distinct from the municipalities themselves, having their own governing bodies, their own properties and their own assets and liabilities.

Driver's Licenses for Safety's Sake

Municipal licensing of auto drivers as a traffic "safety-guard" is gaining recruits among cities, according to The United States Municipal News, issued by the American Municipal Association and the U.S. Conference of Mayors.

Miami, Fla. and St. Louis, Mo. are the two cities most recently adopting driver's license ordinances. This is a second try in both cases, previous attempts having been declared invalid or repealed.

Miami's ordinance requires that all automobiles operated in the city must be submitted for inspection every six months and that every driver of an automobile, owner or not, must obtain a license annually. Each of these certificates costs 50 cents. A non-resident who has a driver's license from a state or municipality which grants it only by examination does not have to take the Miami examination, but he must obtain a Miami card if he drives in the city for longer than 30 days. Residents of surrounding cities have to have cards, too. Any person learning to drive a motor vehicle must first obtain a learner's permit from the department of public safety.

The St. Louis ordinance provides a two-year license at 50 cents. No physical examination other than an eyesight test is required for persons seeking a license. Licenses will be suspended or revoked for serious traffic offense at the discretion of a motor vehicle commission created by the measure. With about 400,000 potential drivers, the city expects an income of around \$100,000 a year, which will be used for operating and enforcing the law and for providing additional traffic safety measures.

Although over half the states have driver's license laws of one sort or another, only 16 have examination clauses with actual driving tests. New Orleans, one of the few other cities having such an ordinance, collects about \$70,000 annually from its one dollar license levy on automobile drivers.

Old Age Security for Public Employees

National-wide old-age insurance should act as a great spur to cities to set up their own retirement systems for municipal employees, Joseph P. Harris, of the Social Science Research Council, told members of the International City Managers' Association in conference at Knoxville, Tenn., today.

Public employees are not covered under the old-age insurance act of the federal social security program. It is Mr. Harris' opinion, however, that cities will want to provide retirement allowances at least equal to those afforded under the national law. Many cities which now have unsound retirement systems, he pointed out, "would do well to reorganize them and put them on a sound financial basis."

Drawing a parallel from the national old-age insurance system, which does not require the employee to be employed by one single employer over a long period of years, Mr. Harris said that cities might consider setting up retirement systems on a broader basis than that of a particular city, permitting employees to move from one place to another without losing their benefit rights.

One way of doing this would be to institute a state-wide retirement system similar to that which is now provided for teachers in a number of states. This would not permit the transfer of employees across state lines without loss of retirement rights. Another way would be for municipalities to create a national retirement organization, permitting transfer of persons from one city to another. A third way "could secure the same results by more liberal provisions in municipal retirement systems which did not wipe out the accumulated insurance payments of an employee when he left the service of the city, but permitted him to leave his funds there until he reached the age of retirement."

Delinquent Taxes: Cause and Cure

Thirteen reasons why American cities have a billion dollars in tax delinquency and seventeen recommendations how to avoid increase of this bogey were made public by the Committee on Tax Collection Procedure of the Municipal Finance Officers' Association, meeting in Knoxville, Tenn. today.

Causes of tax delinquency, the Committee analyzes as:

1.Unemployment. 2.Lax administration of existing tax laws. 3.A combined special and general tax too heavy for property to bear, particularly vacant property. 4.Over-assessment or inequitable assessment of property. 5.Absence of a graduated penalty or interest on delinquent taxes. 6.Failure of tax-collecting agencies to make direct contact with taxpayers. 7.Decreased rentals on income-producing property. 8.Payment of interest and principal on mortgages before the payment of taxes. 9."Milking" of income-producing property by receivers, agents and owners. 10.Deliberate refusal to pay taxes. 11.Erroneous description of property. 12.Inadequate mailing lists which fail to disclose the proper names of owners or taxpayers. 13.Passage of new legislation tending to put a premium on tax delinquency by canceling penalties on accumulated delinquences and in some cases, even principal.

These were remedies recommended:

- 1.Better control over development of real estate subdivisions.
- 2.Limited construction of special assessment improvements, so that the combined burden of general and special taxes will not be so heavy as to take away the property.
- 3.Prevention of accumulation of unpaid taxes by prompt foreclosure of tax liens.
- 4.Study of use of land courts like those in Massachusetts.
- 5.Equitable assessment of real estate (with valuations incontestable once they are established and reviewed.)
- 6.Determination of proper place of real estate tax in the revenue system.
- 7.Appointment of tax collectors and abolition of the fee system of paying them.
- 8.Installment payments of both current and delinquent taxes.
- 9.Empowering tax collectors to seek receivers for rentals on delinquent properties.
- 10.Combination taxes for all overlapping jurisdictions, with one bill for each parcel, and mailing or otherwise delivering statements instead of having them called for.
- 11.Establishment of tradition of prompt enforcement of all tax laws.
- 12.No more laws waiving or canceling penalties. No more discontinuance or suspension of tax sales.
- 13.Graduated schedule of penalties or interest on delinquent taxes.
- 14.Thorough knowledge about types of property delinquent and the unpaid charges from general and special taxes on each parcel.
- 15.Planned tax calendar, related properly to the budget year, date of assessment and maturity of municipal debts.
- 16.Shortest possible time consistent with fairness to taxpayers between the date of delinquency and date of tax sale of property.

The final recommendation reads: "In general, the acts governing tax collection procedure should be mandatory, and failure to obey them should be cause for removal of the tax collecting official from his office."

Public works
P. & C. Capital

After FWA and WPA--What?

"After FWA and WPA, cities must again lengthen the view of their affairs, and begin to plan for 1940 and 1945, not June 30, 1936 or June 30, 1937." Clifford W. Ham, field consultant of the American Municipal Association, made this statement Monday at the annual conference of the International City Managers' Association in Knoxville.

The fact that under the federal works program cities have not known what funds would be available to them for their sewers, waterworks, etc., until a short time before their proposed projects had to be ready for approval, Mr. Ham said, made them more or less helpless, so far as planning their public works programs at present. Public works programs, he said, have become enmeshed with programs of monetary reform, industrial recovery, public relief, and other economic problems, whereas "they should stand on their own basis of serviceable and needed projects, irrespective of what form of national emergency or national economy is ascendant at the moment."

"Public works, federally financed, are a valuable aid in the whole program of recovery," said Mr. Ham. "FWA money has speeded up the works program in many instances and has made possible the construction of many works which it would otherwise have been impossible to finance at this time. An adverse result, however, has been to place an undue emphasis on public works programs to the detriment of other essential parts of the municipal program, such as finance and health. WPA has been a useful aid also, although it has tended to pull down the standards of personnel operations."

Public works should be removed from the category of emergency programs and placed on a continuing and long-term basis, in Mr. Ham's opinion. Reservoirs of capital should be made available to enable cities to proceed in an orderly way, he said, and with definite assurance that at any time when they have sound projects developed and ready to build, government will bid for bonds. He expressed a belief that federal appropriations for federal projects should be entirely separate from those for non-federal projects, or assistance to state and local units of government.

Part of the difficulty in administering the present national public works program--making for waste motion and waste outlay--he indicated, is due to the centralization of administration necessary because of the heading-up by the federal government. This, in his opinion, teaches the lesson that there is need for more recognition of local problems and limitations--need for those in charge of administration to "think municipally,"--and for a closer co-ordination among the federal, state and local levels of government.

Revenue for the Cities

American cities are riding in one-hoss-shay municipal revenue systems which are on the way to collapse and have entirely collapsed in some cases, A.M. Hillhouse, of the Municipal Finance Officers' Association, told members of that organization in convention at Knoxville, Tenn. today.

Soft-hearted tax collection laws made during the depression, breakdown in tax collection machinery, and tax limitation laws and high homestead exemptions were given as reasons why municipal revenue systems are showing serious worn spots.

To change the poverty picture into a more prosperous one, Mr. Hillhouse advocated gradual substitution of other taxes for a good part of the tax now levied upon real property. He also suggested better administration of the property tax itself by improving assessment and collection procedures and restoring to the tax rolls some of the property now exempt. For new sources of revenue cities may either devise and levy new locally collected taxes, or work for a wide extension of state-collected taxes shared with the cities. Both should be tried, he said.

Among the most promising new sources of municipal revenue, the finance consultant mentioned: (1) municipal taxes on motor vehicles, such as parking fees, vehicle inspection, city automobile licenses and drivers' licenses, and municipal gasoline tax; (2) special service charges, such as city sewer rentals, garbage collection charges and special charges for out-of-the-ordinary fire and police protection; (3) municipal utility profits, from water, gas and light plants, or other enterprises such as a detective agency or an armored car service; (4) miscellaneous revenues from business and occupational licenses or charges for new highway privileges, such as coal chutes, driveways, gasoline pumps and loading platforms.

In respect to these new taxes, Mr. Hillhouse made the point that they should be well balanced, with everybody contributing something, that they should cost little to administer in comparison with yield, and that the desire to get new revenues should be subordinated to a wise use of the police power. New taxes which add to the present complexities of conflicting taxation should be avoided, he commented.

State collected, locally shared taxes Mr. Hillhouse called "an even more important financial hope of the city" than the new sources of revenue cited above. Income, inheritance and sales taxes, unsuccessful in cities, can be easily administered by the states, he said, and cities should share in this form of revenue. He also suggested beer and liquor taxes and motor truck and gasoline taxes as possible revenues for city sharing.

Taxing Property on Income Not Suitable for U.S.

The English system of assessing real property on its income--a method frequently suggested for this country during the past few years--would not work out in the United States. This opinion was expressed by John A. Zangerle, veteran Cuyahoga County (O.) Auditor, before the National Association of Tax Assessing Officials' conference in Knoxville, Tenn., Wednesday.

Contrary to popular belief, Mr. Zangerle pointed out, property in England is not assessed upon actual income, but upon an assumed income--what it might be expected to earn annually, whether it is earned or not. Total or partial exemptions are allowed for agricultural, unimproved and vacant parcels. "Were we to adopt the English net rental value basis of assessment," Mr. Zangerle explained, "we would have to establish a base approximately one-twentieth of the capital-value base," which "would necessitate greatly increased rates to raise the same taxes. This would make the tax on highly improved, valuable and occupied property almost confiscatory."

To the objections to our system of capital-value assessment, Mr. Zangerle made this answer:

"It is urged that if improved property operates in any year at a loss it should pay no tax. Such a policy would exempt from this year's tax three-fourths of the real estate value of the country. Even when operated at a loss in times of depression, it must pay something to the community as payment for beneficial expenditures and as a fee for protection." It would be monstrous, he said, to permit the owner of real estate to exclude the public from its use, cloak it with all kinds of benefits, and then have the public waive all reciprocal obligations, especially during a time when millions of people are hungering for cheaper access to the land.

Mr. Zangerle commented that with taxation taking twice as large a share of our national income as ten years ago because government is performing more and more services, real estate owners should not expect to be a favored class. The depression has led to a demand for a change in assessment procedure, he added, because property was bearing a greater burden. In his opinion, however, with the present trend toward reduction in assessments, reduction of tax rates, decrease in the rental cost of money and increase in the rental and value of real estate, the clamor for change from the capital-value system is due to die down.

Auto Driving Enters the School Curriculum

A high school diploma in the near future may mean that the boy or girl who holds it has had instruction in Safe Driving as well as grammar, algebra and civics.

The United States Municipal News, bulletin of the American Municipal Association and the U.S. Conference of Mayors, reports that New York and Chicago are instituting courses in automobile driving in their high schools this year. Chicago will not only add the driving course but will also immediately adopt a set of firm rules governing cars driven by students during school hours. All students driving to school must fill out applications for the privilege, and those granted permission will be assigned to regular parking spaces. Violators will be punished by the student safety commission, elected by students.

West Valley High School in Spokane, Wash. and high schools of West Hartford, Conn. and Evanston, Ill. are among other schools which now have courses in automobile driving.

The state of New Hampshire, which tried an elective course in automobile driving last year in 57 high schools and academies in the state, this year is making the course compulsory. Motion pictures and talks by police, court officials, garage mechanics and doctors are used in the instruction.

Following a safety conference in New Jersey, several cities in the state are contemplating adding driving courses to their curriculums.

In Rochester, N.Y. students of one high school have formed a "safe drivers' club," which will have debates on proper conduct for drivers and pedestrians, talks by traffic experts and panel discussions on civil and criminal responsibilities of the driver.

Release: Monday, October 28

Cities Combat Price Fixing K Price

The electrical goods industry will be the next object of attack by cities in their war against price fixing, according to the United States Municipal News, bulletin of the American Municipal Association and the U.S. Conference of Mayors,

Following the recent successful insistence upon competitive bidding for city purchases from the rubber industry, the Milwaukee Central Board of Purchases, in cooperation with the United States Conference of Mayors, is bringing complaint to the Federal Trade Commission against trade practices of the National Electrical Manufacturers' Association. The case comes before the trade commission November 1.

The cities' complaint against the electrical goods industry is that manufacturers are engaged in collusive practices described as "wrongful and unlawful combination, conspiracy and agreement in and affecting trade and commerce in power cable, copper wire for electrical transmission, and various kinds of electrical apparatus and equipment." The charge is that the manufacturers have entered understandings and agreements that they would quote, sell and deliver their goods according to identical prices, terms and sales conditions which they determine.

Protests made several months ago against price fixing by the rubber industry are showing results, according to the News. St. Louis, buying fire hose, now gets a dozen bids ranging from approximately 49 to 88 cents a foot, instead of a dozen bids, all of 50 cents, and although a number of concerns offered identical bids which were the highest, almost half the bidders quoted lower prices. Detroit also received varying bids when it recently announced readiness for purchase of fire hose..

Housing is a "Public Use"

Housing is a public necessity and is entitled to the free exercise of the right of eminent domain. This was the opinion expressed by Alfred Bettman, well-known Cincinnati lawyer and president of the American Society of Planning Officials, before the recent Joint National Conference on Housing in Washington.

Mr. Bettman's conclusion was based on a detailed dissection of what constituted a public necessity. "The question here," he said, "is not whether a government has the right to take, with compensation, property for public use, but whether housing constitutes that public use."

To make his case that housing did constitute a public use, Mr. Bettman offered these conclusions:

That the U.S. Supreme Court has developed "a happy and unique document" composed of opinions that "when the United States is spending its money, it spends it without opposition, limitation or challenge;"

That "public" use means one of two things--the use of government-owned property by government officials, or the use of property by a large body of private individuals;

That there is no question as to the legality of the government's condemning and using property for the exclusive use of the government or its appointed officials;

That when private enterprise fails to meet a practical need, such as it does in the present emergency with respect to housing, there is then immediately built up an "inescapable" public authorization for the exercise of eminent domain.

To support his conclusion that there is "nothing definite or concrete to test how many people made a public," Mr. Bettman cited the fact that the railroads, owned privately and operated for the limited few, have long exercised the right of eminent domain; that irrigation and reclamation projects have enjoyed the same privileges, "though there was nothing to indicate that the whole population was to enjoy" the land thus improved; that sewage systems, though limited in use and at times paid for through service charges, are built under circumstances of unopposed condemnation; and that taking a street for public use through eminent domain is an old practice, yet "the street was never used by the whole public."

"Because a lawyer always likes to make a good case" Mr. Bettman supported his argument with the statement that when a housing project could justify itself "morally and intellectually" through the application of "sound planning" principles, the responsibility for exercising the right of eminent domain to carry the project through was inescapable.

Public Works and Population Changes

Future construction of public works, from waterworks to schools and airports, will be greatly influenced by two national population trends, the declining birth rate and the extension of the span of human life. L. Segoe, Cincinnati planning consultant, made this statement before the recent Public Works Congress held jointly by the American Society of Municipal Engineers and the International Association of Public Works Officials.

During the last four years there has been a more rapid decline in the birth rate than was anticipated for the next fifty years. It is now estimated that the maximum population will be reached within the next thirty or forty years--between 150 and 145 millions--of which 75 millions may be in the cities. On the other hand, advances in medical science have increased the average span of life.

"Assuming no unforeseeable radical changes," said Mr. Segoe, "in thirty years the number of persons under the age of 15 will probably be reduced to about 80 per cent of the 1930 figure, there will be perhaps a 5 per cent increase in the number between 15 and 39, and those between 40 and 64 and over 65 will probably double and more in number."

What will be the effects? With the slowing up of population growth, according to this planner, real estate values will rise at a much slower rate than heretofore and may be expected to decline in less desirable sections. Much of the land held for commercial or industrial expansion will not be needed for this purpose. The demand for detached single family homes is likely to decrease and that for multiple dwellings increase, due to changes in age composition and to smaller and smaller families.

On the whole, the need for extending public facilities, and consequently the expenditures, may be expected to go down, Mr. Segoe pointed out. There should be less demand for additions to public works, such as water works, incinerators and disposal plants, for the extension of utility mains and the construction of streets in new subdivisions. Fewer new school buildings and institutions for the care of children will be needed, but there will have to be more institutions for old people and more facilities of a cultural or recreational type--more parks, libraries, museums and art galleries.

Estimates for the capacities of public works which are to serve the entire community should be prepared with the greatest care and with full consideration of the national and sectional trends in population growth and distribution, Mr. Segoe said. This should be done also for rural districts, to avoid building new roads and schools where the land may sooner or later, for economic reasons, be abandoned.

Mr. Segoe also pointed out that public works' installation can be used as a means toward promoting an adjustment in the national population pattern by being "purposefully devised" to direct unfortunately placed population groups to more favorable locations."

Interest in Merit System Emphasized

Consideration of civil service by the National Recreation Congress as a means of obtaining a competent personnel is but one evidence of the acceleration of emphasis toward the improvement of public personnel, according to the current issue of the Civil Service Assembly News Letter.

The National Recreation Association is listed as one of several professional groups showing this concern. Among others listed by the News Letter are the American Public Welfare Association, which at its 1935 convention adopted a resolution favoring the merit system in employment of welfare workers, and the American Association of Social Workers, which has a civil service committee giving attention to the selection and treatment of social workers on a merit and career basis. The American Association of Probation Officers is noted as having shown interest in sounder personnel practices for some time. Members of the public health, nursing and dietetics professions are also discussing civil service as a means for elevating standards.

Prominent among the citizen and civic groups concerning themselves with personnel improvement by the merit system is the National League of Women Voters, which has organized a two-year campaign in this direction.

Civil service commissions and other public personnel agencies themselves are more active than they have been for some time in improving their own procedures, the News Letter also notes, and they are devoting more attention to their relationships with outside citizens' groups and professional associations.

Recent letters to President Roosevelt from the National Civil Service Reform League and the National Federation of Federal Employees are cited as evidence of this concern. These communications pointed out the dangers of continuing wholesale exemptions from the merit system in the federal service. To both letters the President replied that within the near future it is hoped to apply the civil service law and rules to federal agencies now exempt--at least to all those agencies which are to become established branches of the government.

Taxi Regulation

Motor carriers - Regulation

Cities desiring to regulate taxicabs should vest this power in the agency which regulates other transportation facilities, but details and specifications should be left to administrative discretion. John Bauer, director, American Public Utilities Bureau, gives this advice on cab control in the current issue of Public Management, official magazine of the International City Managers' Association.

Not all cities have the power to regulate cabs, Mr. Bauer comments, but unless the state has assumed regulation, in most cases the city may. Number of cabs to population, financial responsibility of their owners, and rates charged are the most common objects of regulation. According to the American Transit Association, of the 93 cities of over 100,000 population, 43 require certificates of convenience and necessity, 74 require assurance of financial responsibility, and 22 regulate rates. Taxis in twelve other cities in this population class are under state regulation.

Reasons for restricting the number of cabs, he points out, are the desire to relieve downtown traffic congestion by reducing cruising, to prevent harmful rate wars, and to provide a point-to-point transportation service that will balance with street-car and bus facilities. In his opinion, however, a fixed ratio of cabs to population or a maximum number of licenses is less good practice than leaving such decisions to the "more flexible discretion of the administrative agency."

Requirements of financial responsibility take the form of compulsory liability insurance, bonds or indemnity reserve.

Rate regulation is not common at present, Mr. Bauer notes. He advises that a fixed meter rate be prescribed which will provide an adequate return to cab owners, protect patrons from exorbitant and unequal charges, and "still not undermine the service of mass transportation facilities."

Where practicable, he says, "taxicab ownership and operation would be advantageously brought under the same corporate structure with other mass transportation."

Extension Courses in City Business

(Pub Admin)

Municipal administrators and other officials in 28 cities of the country have enrolled in practical extension courses that "teach while you work," the International City Managers' Association reports, in announcing the third course in its Institute for Training in Municipal Administration. Inquiries on the work of the Institute, now eight months old, have come from China, Latvia, India and Manitoba, from people interested in improving themselves in their administrative jobs.

The new course--municipal personnel administration--follows one in the organization and functions of municipal government and one in municipal public works administration. It is designed to give the public employment official a workable guide for developing a scientific personnel system.

All students at present enrolled in the Institute are public officials except two, who are working with private agencies concerned with government. In addition to city managers, those studying municipal administration while they practice include planning engineers, budget officials, a librarian, a bridge inspector and a public works superintendent. Over three-fourths of them are college graduates, but in most cases their college work did not adequately prepare them for their present duties. For example, a fire analyst has enrolled who specialized in music and languages in college.

In addition to the three courses now completed, the Institute will offer within the next year a course on fire administration and one on the technique of municipal management. The Association's Committee on Training recently recommended that the extension course work be continued until there is a complete panel of courses covering the entire field of municipal administration. The Committee also suggested that the courses be combined with the annual short courses now offered by many state leagues of municipalities to supplement their training value.

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States' Map of Old Age Assistance

Three-fourths of the states have provided for pensions of their needy aged, but about half of them must revise their laws in order to participate in the provisions of the Federal Social Security Act, according to Public Welfare News, bulletin of the American Public Welfare Association.

Five states--Florida, Kentucky, Nevada, Utah and West Virginia--have old age pension laws that are optional with counties. To meet the standard of the Federal Social Security Act, the state law must be mandatory and state-wide in operation.

Eleven states require 10 to 20 years' citizenship prior to the application for old age assistance. The Federal Social Security Act says that citizens may not be disqualified on a length-of-time count.

Sixteen states make within-the-state residence requirement of from 10 to 35 years. The federal law stipulates that the residence requirement may not exceed five years within the last nine, although one year's residence immediately preceding application may be demanded.

Thirteen states have age limits above 65, but they will have until 1940 to change this specification so that it agrees with the federal act.

States which have no old age pension law at all are, except for three, in the South and Southwest. They are Georgia, Kansas, Louisiana, Mississippi, New Mexico, North Carolina, South Carolina, South Dakota, Texas, Tennessee and Virginia.

Nebraska's act providing for old age pensions was declared unconstitutional by the state supreme court in September, but a special session of the legislature now in progress is considering new legislation for social security. Mississippi's Senate in its special session has already passed a bill meeting federal requirements, and Texas is working on similar provisions. Special sessions are scheduled in several of the other "pension-less" states.

Some of the old age assistance legislation passed earlier in 1935 as well as that of older vintage will have to undergo revision, it is noted. Maryland, which worked over an old act during the current year, still has a citizenship requirement of 15 years. Illinois is below federal standard with a state residence requirement of 10 years out of the last 15.

Servicing Low-Cost Housing Projects

Cities may either have to supply federal low-cost housing projects with free municipal services or some way will have to be found to transfer project titles from the federal government to a local housing authority or agency empowered to manage projects and pay fees or taxes on them.

These two possible solutions of general tax-bill trouble indicated by Comptroller McCarl's decision on the \$9,600 bill presented PWA by Atlanta for service charges to the low-cost housing project of Techwood are suggested in a bulletin to members of the National Association of Housing Officials from Assistant Director Edmond H. Hoben. Mr. Hoben adds that, rather than accept one of these alternatives, the PWA Housing Division may try some other plan whereby collections from tenants would be paid to municipalities for service charges without being considered as payment from federal funds, thus overcoming one of Comptroller McCarl's objections to paying the Techwood bill.

This objection was that no authority exists for the expenditure of rental receipts in payment of local taxes, because the Act under which the housing projects are built provides that all money received from any sale or lease or the repayment of any loan must be used to retire government obligations. The Comptroller's other objections were: that municipalities are getting a great benefit from the federal government at scarcely any expense to themselves and should therefore be glad to service the housing projects without charge; that within a few years the housing projects may be turned over to private control, when local governments can make up their revenue losses.

Mr. Hoben comments that this third reason for refusing to okay the Atlanta bill "does not seem to recognize that a public housing project seeks to supply low rentals over a long period of years," which would not be possible if heavy taxes follow federal surrender of housing projects. He also points out "complete exemption from taxes or fees has never been officially intimated by the Housing Division," although charges the federal government could afford to pay would be less than full taxes. On the Techwood project, for example, the federal government had contemplated paying the city about \$15 per family per year. If full city taxes were paid, they would amount to almost \$63 per family per year; and combined city, school, county and state property taxes would amount to nearly \$153 per year, thus making low rents impossible.

"If municipalities are called upon to grant exemption," Mr. Hoben concludes, "the degree in which they extend this kind of subsidy will illustrate the extent in which they are willing to assume their logical responsibility for providing low-rent housing."

Back to Normal--Sessions

Legislative business is heading toward a pre-depression low, according to a current survey by State Government, official magazine of the Council of State Governments.

In 1934, the magazine reports, there were 36 special sessions, which along with the 9 regular sessions of the year, brought the total to 45. This is considered an unusually large number in an "even" year, when campaigning is apt to keep legislators and governors away from the state houses. The all-time high for the legislative market, however, was the 1933 record, which ran to 43 special sessions and an equal number of regular sessions.

This year, to date, 16 special sessions have been called, although 35 legislatures have been reminded by Washington that they must revamp their laws in order to be eligible for social security allotments.

Regular sessions should be nine in even-number years and forty-three in the odd years, except when Alabama's quadrennial meeting makes it 44.

State Government points out that "the rash of special sessions, as diagnosed by New Deal doctors, was brought on by the depression--and the prescribed remedies." Fourteen special sessions in 1933 were called to consider liquor control, while in 1934 half a dozen more state legislatures faced this problem. Revenues for relief, mortgage moratoria and tax delinquencies occupied the attention of the solons in the special sessions of 1934.

The special sessions called thus far this year include: California, Idaho (two), Illinois, Kentucky, Louisiana (four), Mississippi, New Jersey, Ohio, Oregon, Rhode Island, Tennessee and Texas.

Fifty Billions Needed for Housing

Approximately \$50,000,000,000 will be needed within the next ten years to meet the normal demand for new and replacement dwellings, Catherine K. Bauer, PWA consultant, told the Joint National Conference on Housing in session recently in Washington.

Miss Bauer based her estimate on an analysis of the trend of population and family increases. She pointed that the birth-rate is declining, and that the number of old persons and those of marriageable age is increasing at a rate greater than the rate of total population increase. An estimated 16 per cent increase in the number of families by 1940 and a 13 per cent increase between 1940 and 1950 means need for 14,000,000 new dwelling units by 1945. Assuming a "minimum standard of housing decency," including the price of the land and dwelling facilities, at \$3,500, the funds needed for the 14,000,000 new units and replacements would total fifty billions.

Because private capital has stood back from investing in low-cost housing by reason of past experiences, the job of providing the fourteen million dwelling units will have to be largely a public responsibility, in Miss Bauer's opinion. On this account, she recommends establishment of a "new permanent government agency with new machinery."

Another reason for government participation in housing which Miss Bauer sees lies in the fact that only 22 per cent of tenant families in the year 1933, when the average income was \$1680, could afford to carry a charge based on a \$3,500 house carrying a loan interest of 3 1/2 per cent. Even were we to return to the higher wage levels of 1929, she pointed out, commodity prices would rise to the point where the situation would be little better than it was under 1933 conditions of income and prices.

Thumbs Down!

Hitchhikers, college-bred or no, are being ruled off the road in an increasing number of states and cities, according to the United States Municipal News, bulletin of the American Municipal Association and the United States Conference of Mayors.

Fifteen states and the District of Columbia have passed laws prohibiting solicitation of rides on the highways. These include California, Connecticut, Delaware, Illinois, Maine, Michigan, Minnesota, New Jersey, New York, North Carolina, North Dakota, Pennsylvania, Utah, Virginia and Wisconsin. Penalties range from a \$2 fine or a day in jail to a \$300 fine and 10 days in jail.

Maryland, scheduling a special session, will consider a new motor vehicle code having a section that makes it a misdemeanor for any person to solicit a ride on any private vehicle while standing on the state highway.

In some of the states cities are endeavoring to protect motorists and would-be hitch-hikers by ordinances prohibiting "bumming" rides. In Des Moines, Iowa, three high school students were arrested recently for hitch-hiking on the city streets. Bismarck, N.D. recently passed an ordinance making it a misdemeanor to thumb a ride, with a fine of not less than \$1 and not more than \$100 and a sentence of not more than 90 days, or both, the penalty for infraction. Duluth, Minn. also has such an ordinance.

Arrests of thumb-tourists in Kansas City has been ordered under the local traffic code, which also makes it unlawful to ride on any part of a vehicle not intended for such use. This is aimed at truck-hopping and street-car hopping.

Wichita, Kans. found through fingerprinting hitchhikers over a certain period recently that two out of every five of them had criminal records.

Conference Set on State Planning

First opportunity for the 46 state planning boards to get together nationally over their problem of managing the new governmental function of planning will be offered at a conference in Chicago, December 12 and 13.

The conference, which will be on state planning administration, is sponsored by the American Society of Planning Officials.

State planning chairmen, members of state planning boards, representatives of regional planning agencies and planning consultants are being invited to sit in on the discussions, which will center around the following topics: The function of the state planning board and its relationship to the governor, the legislature, state universities and municipal leagues; whether planning boards should be made up entirely of citizens or entirely of officials or a combination of both; the extent to which "standard" or "model" procedures should be used in creating county and city planning commissions and in making zoning ordinances; whether the state planning board should have the power to approve projects such as state improvements, public buildings, roads and conservation; how the state planning boards can best cooperate with county planning boards in initiating programs of land use; and the extent to which the state planning board should publicize its work.

"This first joint meeting of state planners may be counted as an important event in the comparatively short history of state planning," says Walter H. Blucher, executive director of the American Society of Planning Officials. "Representatives of some of the 46 planning agencies have had enough experience at least to know their problems if not the answers. Those who serve on the most recently created planning boards will benefit by discussion from the experienced."

State planning, started as an emergency function approximately two years ago, has grown into a recognized office of state government, Mr. Blucher comments. All but two of the states have some kind of official planning agency and 36 states have permanent boards or commissions.

Governors: Terms and Services

The composite governor of the United States is 54 years old. He is probably a small town boy, governing his native state, and he is probably a Democrat. These facts appear from the first of a series of bulletins on present governors of the United States being prepared for the Governor's Conference by the Council of State Governments, under the direction of Henry W. Toll, Executive Director of the Council.

The old custom of ushering governors out of the state house after a year of experience is a thing of the past, the survey notes. In exactly half the states, the governor's term is two years. In all but one of the other 24 states, four-year terms are the rule; in New Jersey, the term is three years. Constitutions and customs continue to restrict the number of consecutive terms a governor may serve. New Mexico by statute permits only one two-year term; New Jersey, one three-year term; Tennessee, three two-year terms; 12 states, one four-year term; Delaware and Oregon, two four-year terms. In 31 states the "sky is the limit." Reelection of the governor in these states, by custom, usually occurs not more than twice.

Restrictions in state constitutions, limits of custom and the perils of politics do not make governorships one-term posts, however, it is noted. Eighteen of the governors serving states today had been governors before entering upon their present terms.

Delaware claims the dean of the present governors in point of service: Gov. C. Douglass Buck, who will soon complete a total of seven years as chief executive of his state. Govs. Graves, Cross, Ross and Olson, of Alabama, Connecticut, Idaho and Minnesota, respectively, are each credited with five years' experience, and twelve other governors are in their second two-year terms.

More than three-quarters of the governors at present are Democrats, Republican governors being in office in California, Delaware, Kansas, Maryland, Michigan, New Hampshire, New Jersey, North Dakota and Vermont. Minnesota's Olson is a Farmer-Laborite and Wisconsin's LaFollette, a Progressive. Kentucky and Mississippi are the only two states voting in gubernatorial elections this year.

City Managers Endorse Merit System

The merit system as a fundamental principle of effective administration was squarely endorsed by the vote of 106 city managers at the annual conference of the International City Managers' Association at their annual meeting at Knoxville, Tennessee, October 21-23. At the same time, the managers approved a set of findings and recommendations for a comprehensive program of training made by the Association's Committee on Training for Municipal Administration.

According to the resolution adopted by the Association, it "affirms its unqualified support of the merit system as a principle which should govern the appointment and tenure of public employees" and its members pledge themselves "to utilize every organizational and administrative device which will make the merit principle more effective in American cities as a means of establishing a local government career service."

Outstanding among the findings of the training committee is the conclusion that the education of potential city administrators at the undergraduate level is "principally a problem of general education for citizenship and for life..." The committee therefore is primarily concerned with education at the graduate level and with "in-service" training after entry to the municipal service.

The committee includes the following among ten significant recommendations "in its report.

1. That an informal system of public service advisers be established by the universities in order to guide the interests and ambitions of students into channels which may later prove useful to the public service.
2. That the compartmental walls of the universities be broken down sufficiently to enable the student under proper supervision to obtain the broadest possible basis of preparation determined by his special interests.
3. That a definite program be developed which will provide for the absorption by the local government service of a minimum of twelve apprentices each year.
4. That the annual conference of the Association be supplemented by an annual training institute offering a short course in municipal administration.
5. That the Association continue the preparation of its extension courses until it is able to offer a panel of courses covering the entire field of municipal administration.

The Problems of the Assessing Officer

While presenting clear evidence that many problems remain to give concern to assessing officers throughout the United States, the recent conference of the National Association of Assessing Officers at Knoxville likewise revealed that the leaders of the profession are agreeing on many fundamentals of good practice, according to Albert W. Noonan, technical director of the Association.

"Among these," says Mr. Noonan, "are the necessity that the administrative unit which controls the assessment function must have the necessary resources and be willing to pay salaries sufficiently large to attract competent personnel; that long and secure tenures of office during good behavior are absolutely essential; that better assessing practice comes only where there is a realization of the importance of the function, and that it is consequently imperative to bring such realization not only to the minds of the taxpaying public but also to those engaged in assessment work.

There was almost complete agreement among the assessors that considerable weakness exists in the reviewing process, and the consensus was that the jurisdiction of courts, in appeals from original assessments, should be definitely limited to questions of law--that wherever possible the reviewing agency should be small in number and should meet on definite dates and sit continuously for a definite period. It was further agreed that the assessing office should have minority representation on such board, that a complete record should be made of all action taken, and the reasons therefor given, to prevent political manipulation as much as possible.

Incompetent personnel, lack of proper equipment, lack of systematic method, small salaries, part time functioning, short and insecure tenures of office, obtaining personnel on a political rather than a merit basis, and too much decentralization of the assessing function were obstacles found to present definite barriers to effecting justice and equality in the assessment of property for tax purposes.

Some of the problems the solutions of which still present a division of opinion among assessing officers are, according to agreement reached at the convention: the proper basis for the determination of value; proper method of taxing the owners of personal property, both tangible and intangible; the election or appointment of assessing officers; the type of administrative unit that should be entrusted with the assessment function; the amount and kinds of property that should be exempted, and the desirable frequency of general revaluation.

Public Works or Public Work

Public works departments of American cities face many serious problems, chief of which is the harmonizing of the needs of a going concern to the restrictions imposed by methods designed chiefly to meet the needs of an emergency. This conclusion, expressed at the recent joint meeting of the American Society of Municipal Engineers and the International Association of Public Works Officials, was elaborated upon today by the executive director of the Joint Secretariat of the two associations, Frank W. Herring. Mr. Herring's statement follows:

"Meagre budgets for normal public works activities cannot be compensated for by federal funds made available primarily to relieve the distress of the industrial unemployed. Putting to work the millions of jobless on 'public works', at the same time seeing the normal operating plant of his community going from bad to worse as a result of inadequate support, has been the distressing experience of many public works administrators during the past year or two. To expend federal unemployment relief appropriations so that the public works facilities of his community will receive the greatest benefit will be the extremely difficult task of the public works administrator.

"Wishing to appraise his activities on the basis of their inherent value to the community, he must in many instances consider the physical benefit to be derived from the expenditure of funds as a by-product of the employment created. Wishing to use his best efforts to engage personnel on the basis of their ability to perform specific tasks, he must on the other hand give primary weight to the relief needs of his labor force. Wishing to receive funds for the maintenance of public works facilities in proportion to the need of keeping physical depreciation to a minimum, he must cope with a public attitude which still insists that expenditure be limited to the sums absolutely indispensable for community life during a period of crisis.

"The public works administrator recognizes that emergency measures can not continue indefinitely without a complete demoralization and physical collapse of public works activities. Curtailed income of the community gave rise to the emergency attitude but the emergency has continued far longer than any self-respecting emergency should. The administrator is now faced with the problem of reestablishing normal working methods. With the emergency attitude still dominant in his community, however, his path will be rough indeed."

Cities, Debts and Taxes

One-hundred fifty finance officers meeting in Knoxville on October 21 at the annual conference of the Municipal Finance Officers' Association expressed the conviction that, in general, the financial problems of the cities were easing and that better times were on the way.

Municipal debt administration was one of the principal subjects of discussion at the conference. The association adopted the report of its debt committee which urged cities to effect a net reduction in their indebtedness and to return to a pay-as-you-go basis as soon as possible. The association took an unequivocal stand against unwarranted defaults, unfair composition of principal or interest and outright debt repudiation. It also expressed opposition to the refunding of bonds which can reasonably be paid under present maturity schedules, merely in order to reduce tax rates.

The association's committee on tax collection procedure criticized those legislatures which during the past five years have passed laws favorable to the delinquent taxpayer and discouraging to those who formerly met their obligations promptly, saying "It is felt that there is a growing disrespect for tax collection and that those who formerly paid promptly will now try to take advantage of all lenient laws. It has been demonstrated that where laws are passed one year making some concession in favor of the delinquent, that the legislatures of the next succeeding session will generally pass amendments to still further liberalize the tax period. It is believed by the committee that a prompt and impartial enforcement of tax laws against all parties alike would tend to promote better tax collections over a long period of time. Collection procedure should be simple and regular possessing all possible flexibility in its first stages followed by rigid penalties in final stages enforced vigorously and impartially."

G. Charles Hurdman, Certified Public Accountant of White Plains, N. Y., urged that the Municipal Finance Officers' Association be empowered to bring members up on charges and discipline them in the same manner that public accounting societies take disciplinary action against members for aiding or abetting in the preparation of incorrect statements and other similar offences. "The taxpayers could then feel secure in committing their financial health to your trust," he told the assembled finance officers.

What is Planning?

What is planning--city, county, state, regional or national?

In answering this question Walter H. Blucher, executive director of the American Society of Planning Officials, says (quoting from a recent bulletin of the Baltimore Commission on Governmental Efficiency and Economy) that too often city planning is thought of as "a theoretical scheme of extravagant city beautification or merely a process of map-making" instead of being understood to be "a practical means of securing results from the economic utilization of public funds for the development of public facilities essential to the business and civic interests of the community."

Whether planning be city, county, state, regional or national the underlying principles of planning are identical, Mr. Blucher points out, and to clarify the objectives of planning turns again to Baltimore. "Your Tax Dollar," the bulletin of the Baltimore Commission on Governmental Efficiency and Economy, has strongly recommended the use of the city planner's methods, emphasizing in particular a sound planning program for future expenditures. Its recently published studies were stimulated by two pressing municipal problems--the proper location of a new high school and the proposed resumption of public borrowing for the city-federal works program.

The city's present net debt of \$163,000,000, created to finance improvements, the Bulletin points out, is not scheduled to mature until 1980. "By that time," continues the report, "many of the public improvements will have outlived their usefulness and long since have been abandoned or replaced by similar structures, perhaps with borrowed funds again, so that, in effect, before the first debt is paid off another will have been created for the purpose of providing the same public facility." Examination of the graph of bond issue sales for all public improvements reveals erratic year-to-year expenditures, some facilities having been extravagantly provided for while others went begging because the city's "practical borrowing capacity" had been reached.

"Baltimore's uncoordinated program," says Mr. Blucher, "is not an exceptional one. Practically all American cities have failed to provide themselves with long-term carefully planned improvement budgets." The study of a city's needs as to streets, schools, sewers, public buildings, and the financing thereof over a period of years, "is only one activity which requires observation and expert advice from planning bodies." Planning, Mr. Blucher claims, "affords a practical safeguard against spending funds haphazardly and illogically for public improvements which may be out of line, when you are trying to harmonize, over a period of years, what is needed with what can be paid for."

"Planning is not the regimentation of our country. It is the application of sound business sense to the use of public funds for public improvements, and the proper utilization of natural and developed resources of the country."

The People's Vote on Local Government Reform

With returns all in from early November elections, several important trends toward municipal government reform are noted by Robert M. Paige, secretary of the Governmental Research Association.

New York State voters approved a constitutional amendment which will permit the legislature to alter the basic pattern of county government provided by the state constitution and to modernize local government by eliminating obsolete offices and reducing the number of independent local units.

Monroe County, county seat, Rochester, approved a charter providing for a county manager, thus becoming the first county in New York State to reorganize its government. When the new Board of Supervisors meets in January, it will select a manager for a four-year term.

The city of Syracuse, N.Y. voted to adopt a new city charter which among other things will reduce the number of city councilmen from 19 to 9 and provide that five of the nine shall be elected at large.

Cuyahoga County, county seat, Cleveland, voted favorably upon a new charter prepared by the County Charter Commission elected a year ago. This new charter sets up a "county manager" form of government--a county council of nine which will name a county manager and other key executives. The plan will go into effect January 1, 1937. In three other Ohio counties--Lucas, Mahoning and Hamilton--official County Charter Commissions presented proposals for reorganized county government but they were met with defeat at the polls.

In Toledo, O., voters, using the Hare system of proportional representation, elected the first city council to function under the new city-manager charter which becomes effective January 1, 1936. Other cities electing their first city councils under council manager charters were Washington Court House, Ohio, and Schenectady, N.Y.

The number of cities adopting council-manager government in 1935 now stands at 17, including the towns of Sewickley Heights, Pa. and Orange, Va., which adopted the plan by ordinance last month.

Planned Community Development

Particular importance attaches to the forthcoming state planning conference of the American Society of Planning Officials by reason of the recent issuance of the first comprehensive state planning report of the National Resources Committee. This national view of planning, tying together as it does the individual reports of the state planning boards, is more than an inventory of our national resources. To quote Walter Blucher, executive director of the planning society, "it is a handbook of concrete suggestions as to how those resources may be used to the best economic advantage of a population that is a remarkably migratory one, made up of employed, unemployed and unemployable, all influenced by a complex of geographic, economic and social forces."

Little more than two years ago none of the states had state planning boards. In the relatively brief period since, they have grown to the point where there are now 46 in existence, of which number all but 14 have been given a permanent status through legislative enactment. These boards, whose membership is comprised of public-spirited citizens distinguished in many fields, and whose services are being largely donated to the cause, have been studying the natural and developed resources of their respective states. They have been assisted in some cases by paid technical staffs. Studies of population characteristics and industrial changes as well as research into education, health, public works, stream flow, stream pollution, water supply and other subjects have been made in the several state reports now brought together in an abridged report of national scope.

"With a better understanding of interstate and inter-regional problems thus made available," says Mr. Blucher, "it is conceivable that the forthcoming conference of the American Society of Planning Officials will be of especial significance." Most of the sessions of the conference, to be held in Chicago December 12 and 13, will be informal round-table discussions. More than 125 representatives of state and other planning agencies from 46 states are expected to attend. Most of the problems to be discussed are of an administrative character. The discussions will result, it is hoped, in the improvement of techniques which will provide the states with the basic data required for sound planning, which, in turn, will insure a better public understanding of the aims and objectives of the whole planning movement.

Training Police Via Movies

Training Police

Motion pictures are becoming increasingly important tools for training policemen, according to Arnold Miles, staff member of Public Administration Service and lecturer at the recent National Police Training School, who describes some of their new uses in the November Civil Service Assembly News Letter.

Through the medium of movies St. Louis' police department teaches its recruits how to shoot accurately. The film, made especially for this purpose, depicts a fugitive escaping from a lumber yard. It is operated by a projector which is adjusted to stop at the sound of a gun discharge, so that when the practicing policeman shoots, he can actually see his mark. The scene is projected on a screen which can easily be adjusted after being pierced by a bullet.

Lieut. F. M. Kreml, of the Public Safety Institute of Purdue University, utilizes films for teaching the accident prevention and investigation technique originated by him and now used by various police departments. The movie reconstructs an accident, showing in detail the work of the accident investigation squad.

Kansas City's police department is making two sets of films, one of which will be used in the training school to present right and wrong police tactics in such situations as searching a suspicious car, answering a holdup complaint from a grocery store and curbing a fugitive traffic violater from a motorcycle. The second set of films will be used to train the public. They will record the daily activities of police in the radio room, the detective bureau, the lost and stolen property room and other divisions. These films may also be used for training police recruits.

A new sound-film process originated by Superintendent Schwartzkopf of the New Jersey State Police is being developed as an identification device to record what normally occurs in a police line-up. It is planned to develop standard equipment, uniform methods of presentation, a central clearing library for this country and an information exchange with foreign countries, and a cooperative contact with news reels for nation-wide and international broadcasting, with eventual application to television.

Mr. Miles suggests that police administrators and executives should keep in touch, through a committee, with the uses of films in other branches of the public service, so that all applicable improvements may be adopted. He adds that if inter-service information is to be exchanged on this subject, some national agency such as the Civil Service Assembly will be the most efficient means for compiling and giving out information about the uses of films for training purposes.

Compacts for Water Conservation

Water Pollution

The value of interstate compacts as means of controlling water pollution is emphasized in the November issue of State Government, official magazine of the Council of State Governments and the American Legislators' Association.

"Federal legislation and federal regulatory authority over the control of water pollution are subject to constitutional restrictions," State Government quotes from a report made to the National Resources Committee, "so that the only sphere of action left to the federal government lies in a guiding, stimulating, and advisory capacity. State laws should be changed to implement adequate administrative control; to delegate to the administrative agency the power to determine what constitutes pollution and to set limitations; to compel the installation of suitable works; and to require the provision of facilities that will enable municipalities and industries to comply with the newly enacted law."

To deal legislatively with interstate problems of water utilization, use of the compact method is necessary. "Such compacts" it is commented, "offer a hopeful means of abating the pollution of interstate streams."

Division of the waters of interstate streams and jurisdiction over boundary waters was the earliest subject of cooperative agreements between states, according to State Government. Compacts on interstate water affairs are in effect today in five cases, and five others are informal agreements between state sanitary boards or health departments. In eleven other cases, most of them in the West, compacts are proposed.

The report on water pollution to the National Resources Committee suggests that "from the standpoint of public health, in most states neither the personnel nor the funds are available for the proper and efficient administration of water pollution control. Although sewage treatment is practised chiefly near the large centers of population, it appears that sewage from more than 41,000,000 people in urban communities is discharged, without any treatment, into tidal waters, inland streams, and lakes." Disastrous effects upon wild life, recreational areas, and commercial fishing are among other results of uncontrolled water pollution. According to a study made by the State Boards of Health of Minnesota and Wisconsin, the annual loss to commercial fishing and clamming in the upper Mississippi area is \$95,000; the annual damage to sport fishing and attendant industries is \$35,000; decreased property value in the Twin Cities was estimated at \$2,000,000; and damage to lands for recreational purposes was reported at \$1,500,000.

One of the most recent moves in the direction of regional water pollution control is the organization of citizens in the vicinity of Cincinnati under leadership of the Cincinnati Chamber of Commerce. The program will be the restoring of streams of the Ohio Valley to their proper use in the fields of public health, conservation, commerce and recreation. Construction of sewage disposal plants will be encouraged and a general program of education conducted. Cincinnati has already established a Port Authority of five men to deal with all questions pertaining to the Ohio River.

Cutting Down the Court Calendars

Preliminary conferences between the judge and parties in court cases before they actually come into court is the newest method of shortening and economizing legal procedure.

The method, called "pre-trial court procedure," is proving successful in courts of two cities--Boston and Wayne County (Detroit) Mich.-- and promises to become routine practice in all civil courts of the country, according to Herbert Harley, secretary-treasurer of the American Judicature Society, who describes it in the November issue of Public Management.

Object of the pre-trial is to determine the precise issues of the case, to economize in the use of witnesses and to prevent surprise testimony and shorten trials, consequently relieving court calendars.

Use of the procedure, which can be adopted by any court without legislation, according to Mr. Harley, has been found to facilitate amicable settlements and to rid calendars of cases which would never reach trial. "It was speedily proved," he says, "that when the parties had appeared before the judge and laid their cards on the table, and when the judge had made a memorandum of the facts admitted and the precise issues to be tried--such findings being binding upon the trial judge and the parties--a great many cases went into discard, while those remaining were tried in much less time."

The principle is that courts should know what is being done when actions are started and should take affirmative action in determining the essential points to be litigated. The procedure was instituted in the English High Court in London at the same time it was introduced into the circuit court of Wayne County--1932--and Boston adopted it only recently.

Drive on the Drunken Driver

Motor vehicles

Arrests of drunken drivers are reported on the decrease in some parts of the country, but cities and states continue their campaigns to drag the figures down still farther.

The United States Municipal News, bulletin of the American Municipal Association and the U.S. Conference of Mayors, cites these examples of how they are going about it:

San Francisco's police, attacking the problem at its source, watch the liquor stores and warn persons who have imbibed too freely not to drive their automobiles. A recent report from this city is to the effect that accidents caused by drunken drivers have decreased, but that those due to "plastered pedestrians" are increasing.

The police of Corpus Christi, Texas, will drive any person home in his own car if he feels unfit to drive it himself. Inebriates requesting this police aid are not jailed unless there is a necessary reason.

Knoxville, Tennessee, arrests drunken drivers on both a city warrant and a state warrant. This means double punishment for offenders, who, convicted on the city charge with a probable \$5 fine, are also held for grand jury investigation, which may bring a criminal court penalty.

Holland, Michigan, revokes the license of liquor vendors selling to habitual drinkers.

Texas has made it a felony to drive an automobile while under the influence of liquor, so that all such arrests go to the grand jury.

Determining how drunk a driver is and whether he is incapacitated thereby for driving is still in the experimental stages, but Rhode Island plays safe by suspending the driving licenses in cases of drinking motorists, instead of drunken ones. Utah and Michigan report reduced traffic accidents by publishing the pictures of drunken drivers.

Oregon's law on the subject of drunken driving requires a physician's examination before such a charge can be placed, but Portland police are prosecuting under a city ordinance without state authorization.

News Bulletin of
PUBLIC ADMINISTRATION CLEARING HOUSE
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College Training for Prospective Employees of the Public

Young men and women in college for the purpose of training for governmental positions should be given the broadest understanding of the social structure and its problems. Therefore no attempt to provide specialized training in public administration should be made until undergraduate study has been completed.

This is the outstanding recommendation of a conference of 28 educators and public officials who met recently in Princeton, N.J. to consider how best to train candidates for government service, in view of the fact that at least 35 colleges and universities now undertake to prepare people for public employment. Conclusions of the Conference, which was called by Public Administration Clearing House, appear in a pamphlet, "Training for the Public Service," issued today by Public Administration Service, Chicago.

Agreeing that during the first four years of college, there is no basic difference between training for public employment and for private employment in any of the recognized, established technical or professional fields, the educators and officials point out that we do not need a "Civil Service Academy" like West Point or Annapolis to train governmental employees. It is more important, they decided, for the student to gain insight into the structure of government and the operation of the social system from courses in many departments of the university. If he is to learn any "tool" subjects, they should be statistics, accounting, command of spoken and written English, and stenography and library methods rather than details of government operation. Specialization should come later, in post-graduate courses, and especially after the employee is in service.

With this kind of college training, they pointed out, students who fail to secure jobs in the public service upon graduation will be just as well prepared for jobs in private enterprises.

In order to make these desirably flexible and broad programs of study possible to undergraduate students, however, the Conference report emphasizes the necessity of an "all-university approach," which means a breaking through of department barriers and complete freedom for the student to "cross" from one department or school to another, choosing the courses advised as of greatest benefit to him.

WPA Funds As Aid to State Planning Boards

Setting aside of over $2\frac{1}{2}$ million dollars of WPA money for the purpose of supplying staffs to state planning boards provides "an excellent opportunity" for these agencies to continue the work they have previously undertaken and to initiate new planning programs, Paul P. Oppermann, assistant director of the American Society of Planning Officials, informs members of the association. In his opinion, it represents one of the most important steps which has yet been undertaken in the field of state planning.

Total amount to be expended by WPA for this purpose, as approved last week by Comptroller General McCarl, is \$2,644,538. Allocation is to be made to states upon presentation of a project for the state by the consultant assigned to the state planning board by the National Resources Committee. The project can be placed in operation immediately upon agreement between the State WPA Administrator and the consultant.

The WPA grants are designed to supplement state appropriations for planning. Allocations will be made upon the basis of previous applications which most of the states made to the Works Progress Administration for their individual state planning board projects. The new applications will replace all previous requests for funds to finance central staffs for the boards. Special projects, such as surveys of various sorts, will not be jeopardized, however. These will be submitted to the State WPA Administrator in the regular manner.

Law Schools Aid Fight on Crime

Twenty-six leading law schools of the country are throwing their weight into the fight on crime by drafting model statutes for crime control through reciprocal legislation or interstate compacts, according to a recent announcement made by the Interstate Commission on Crime, of which Judge Richard Hartshorne, of Newark, New Jersey, is the chairman. The model statutes, prepared at the request of the commission's executive committee, will embody the recommendations of the Interstate Crime Conference, held Oct. 11 and 12 in Trenton, at which time the permanent crime commission was created to carry out the findings of the conference.

Each of the 26 law schools has been requested to focus attention on legislation which will make effective some special proposal for interstate action on criminal apprehension and control. Columbia, Cornell and Harvard will center attention on extradition of criminals; Georgetown, Iowa, Pennsylvania and Yale on "hot pursuit," John Marshall, Mercer Beasley, Minnesota and New Jersey Law on removal of witnesses from one state to another for criminal trials; Michigan, Louisiana and New York University on enlarging court jurisdictions in order to avoid boundary line and other purely technical defenses; Indiana, Northwestern and Oregon on out-of-state parolee supervision; California, George Washington, Southern California, Tulane and Chicago on the creation of joint interstate detection and apprehension bureaus; and Fordham, North Carolina, Temple and Virginia on waiver of extradition.

Model statutes incorporating these various proposals will be submitted for final approval to the commission on November 30, and December 1 and 2. They will then be forwarded to the Council of State Governments, of which Henry W. Toll is executive director, and which is the central secretariat for the permanent crime commission, for presentation to incoming legislatures. It is hoped that early enactment of the model statutes will follow.

Members of the executive committee of the Interstate Commission on Crime are, besides Judge Hartshorne, Clarence V. Beck, attorney-general of Kansas; John J. Bennett, attorney-general of New York; Joseph Chez, attorney-general of Utah; Otto Kerner, attorney-general of Illinois; Justin Miller, special assistant attorney-general, Washington, D.C.; and S. Pierre Robineau, member of the Florida legislature.

Check on the Tax Chiseler

When the taxpayer sits down to figure his federal income tax return next spring, he will fill out duplicate blanks--a green one and a white one. Commissioner of Internal Revenue Guy T. Helvering has issued orders to district collectors to have all income tax returns filed thus. White slips will go to the federal government; the green duplicates will be made available to local assessing officers.

The order is the result of the Costigan amendment passed by Congress last April which gives local tax assessing officers the right to examine federal income tax returns filed by either corporations or individuals. By inspecting these figures, they hope to uncover much taxable personal property heretofore undeclared and therefore untaxed.

The duplicate returns will probably be filed alphabetically in each district collector's office. According to its president, Kenneth J. McCarren, the National Association of Assessing Officers will ask that the returns be segregated by counties also, to expedite examination.

The new law is regarded as a very progressive step by the National Association of Assessing Officers. Substantial increase in the assessment of intangible personal property, with a consequent decrease in the real estate tax load, and a check on what Mr. McCarren calls "tax chiselers" on state personal property and income taxes are among the advantages which are expected to result from full examination of returns by assessing officers.

Only tax authorities are permitted to examine the federal returns, so that "the public has nothing to fear from kidnappers, racketeers or the morbidly curious, so far as scrutiny of income tax returns is concerned."

Punishing the Human Cause of Fires

If your carelessness or neglect causes a fire in Huntsville, Ala., you are held responsible for the results. This is also true in Greater New York; Berkeley and Pasadena, Cal.; Kalamazoo, Mich.; Elmira, N.Y.; Cleveland and Cincinnati, O.; Portland, Ore.; Austin, Ranger, Cleburne, Los Angelo, Wichita Falls or Greenville, Tex.; Billings, Montana; Newark, N.J. or any city in the state of Pennsylvania.

By statute, charter or ordinance, these 17 cities and 1 state make persons, firms and corporations liable for the cost of extinguishing fires which occur through their wilful negligence. They are pioneers, according to a recent pamphlet of the National Fire Protection Association, in the attempt to change the notion that every man who has a fire is a pitiable unfortunate to the idea that he may be an offender, who should be condemned.

The National Fire Protection Association is emphatic in its condemnation of the careless who are responsible for fires starting, consume the taxpayer's money in service from the fire-department and damage or endanger other people's property before the blaze is extinguished. The association is of the opinion that if such people were made to pay in full for the services of the fire department and any damages to person or property, the American fire loss per capita would drop. It urges those who suffer from fires due to the neglect of others to bring suit to recover damages.

"No civilized community should expect its firemen to risk their lives in fighting fires easily preventable," says the pamphlet. "Enough danger will always be encountered in extinguishing those not easy to avoid. Nothing will reduce the number of fire alarms so radically as the fixing of personal responsibility therefor. The utmost achievements of fire fighting science are crippled and balked by the habits of a people encouraged in irresponsibility toward the common safety. The attention of such a people cannot be attracted and a correction of their mischievous habits achieved by any ordinary methods of polite education. They must be made responsible for their acts of trespass. A man who has a preventable fire picks the pockets of his neighbors either through the medium of fire insurance or an unjustified use of the public fire department which all must support."

Handling Strikes

Five things city officials should remember when the city is confronted by an industrial strike are summed up by Donald C. Stone, Public Administration Service, in the current issue of Public Management, official magazine of the International City Managers' Association. Mr. Stone says:

1. The role of the city, and more particularly that of the city police, should be that of an umpire interested in enforcing the rules of the game and in protecting the rights of all parties. Beyond this, the city should not concern itself with the issues or with the merits of the position taken by the employers or the strikers.

2. Opportunity should be provided for free speech and free assembly. Proper places should be designated where labor leaders and others who have things to say can talk on any subject at any time, to anyone who will listen.

3. As soon as a strike occurs --before bricks have been thrown and passions aroused on both sides--the city manager, mayor, or chief of police should call a council of strike-leaders to discuss with them the problems of law enforcement that may arise. A similar council should be called with employers. Finally, the administrator should attempt to bring together both strike leaders and employers to establish rules covering picketing, carrying of weapons, making threats, etc.

4. Only trained policemen should have police authority. Vigilantes have invariably ended in breaking the very laws they have been organized to uphold.

5. Display of weapons or use of violence should be avoided whenever possible and militias should be called only in extreme emergency. The primary objective of the city is to prevent damage to persons and property, and every precaution should be taken to prevent charges that the police have unnecessarily used violence or that they have been partial in the treatment of parties concerned.

"It should be remembered," says Mr. Stone, "that strikes are manifestations of economic and social problems which are beyond the jurisdiction of the city to settle. The city may be the scene of the strike, but, since the issues involved are beyond its jurisdiction, it should not attempt to adjudicate or to arbitrate."

The Milwaukee City Council recently passed an ordinance intended to compel collective bargaining in case of strikes. Before the mayor can act under this ordinance he must appoint a committee of nine citizens--three representing employers of more than ten employees, three representing labor and three clergymen--to make advisory findings on these questions: Has there been a refusal by the employer to meet with representatives designed for the purpose of collective bargaining by a majority of the employees? Is such refusal causing the assemblage of 250 or more persons within an area of one-half acre on the streets adjacent to the plant or place of business? Does such assemblage constitute a danger to life, ^{limb} or property? After answers to these questions have been determined, the mayor may, if he considers the "assemblage" a public danger, order the place of business to close within twenty-four hours.

The first application of the ordinance was in connection with a stove company strike. The company closed its plant voluntarily but started action to test the validity of the ordinance.

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Suggested State Legislation for Social Security

With the federal Social Security Act inoperative except as the states pass approved measures for old age assistance, unemployment compensation and other welfare provisions, the American Public Welfare Association is urging legislatures to give the matter immediate attention.

Because of the requests already received from a number of governors and state legislative committees for assistance in drafting such legislation, the Association has just issued a pamphlet suggesting standard bills on welfare organizations; old-age assistance; aid to the blind; and aid to dependent children, with additional statements concerning other provisions of the federal Social Security Act. The bills are the composite result of advisory work on these problems in a number of states and of frequent conferences with the administrative agencies in Washington.

Since the states must show a properly set up department of welfare in order to share in the federal grants-in-aid, a detailed plan of administrative organization is given prominence. It proposes a state board of public welfare of five or seven members, to be appointed by the governor without consideration to political affiliation, for overlapping terms of five or seven years. The board would select a commissioner, who would be the executive and administrative officer of the state department, divided into a division of public assistance, a division of child welfare, a division of mental hygiene and a division of correction.

The Association warns that the bills presented "are merely suggested to the local draftsman," since much depends on constitutional limitations, welfare legislation already enacted, and the views of the appellate courts of the state. Several pitfalls to be avoided in regard to constitutionality are pointed out:

Provisions of the state constitution with reference to the title of bills should be watched. Where the state constitution requires that the subject matter of the bill shall be expressed in the title, it is important to make certain that the title is explicit or broad enough to comply with this provision.

The enacting clause prescribed by the state constitution should be used. It has been held in some state courts that a variation in the prescribed enacting clause is in itself sufficient to invalidate the law.

The constitutional clause on separation of powers should be carefully examined. In some states this constitutional provision is construed strictly, so that in defining powers to be exercised by administrative agencies, it is best to "lean over backwards" and include specific standards for the guidance of administrative action. Where the delegation of power must of necessity be general and indefinite in language, as, for example, in the new field of unemployment compensation where it is as yet impossible to set definite standards, provision should be made for hearings to be held by the administrative agency on the basis of which the agency may fix the standards which it will seek to enforce.

Interstate Cooperation--1935

Nineteen thirty-five's highway of progress in interstate cooperation is lined with a number of important milestones, according to a review by the Council of State Governments, of which Henry W. Toll is executive director.

Here's the log of a 12-month's journey:

January: Council of State Governments holds first meeting, in Washington, D.C., when members of the Planning Board of the Council join with the Board of Managers of the American Legislators' Association and the Interstate Commission on Conflicting Taxation to plan development of the Council and the meeting of the Second Interstate Assembly.

February: Second Interstate Assembly meets, bringing together 150 delegates from more than 40 states to discuss conflicting taxation and other problems requiring intergovernmental cooperation.

March: New Jersey legislature adopts Joint Resolution which creates the first Commission on Interstate Cooperation. Colorado follows.

April: Nebraska, North Carolina and Florida create similar commissions.

May: Pennsylvania and Maryland establish commissions.

June: New Hampshire establishes a commission. Before the close of legislative sessions, fourteen other states have set up part of the cooperative machinery in the form of joint legislative committees on interstate cooperation.

Thirty-six representatives of 22 of these agencies meet in Chicago in conference sponsored by the Council of State Governments.

National Association of Attorneys-General requests establishment of a clearing house service of opinions of attorneys-general by the secretariat of the Council of State Governments.

Tax Revision Council, arm of the Interstate Commission on Conflicting Taxation, holds first meeting in Washington, D.C., with members including representatives of federal, state and local governments.

July: National Association of Secretaries of State authorizes establishment of secretariat under the Council of State Governments.

October: New Jersey Commission on Interstate Cooperation arranges nation-wide crime conference which sets up the Interstate Commission on Crime.

November: First meeting of Interstate Commission on Crime to ratify model statutes drafted by 26 law schools throughout the country for reciprocal legislation and interstate compacts for the control of crime.

Nineteen thirty-six should show continued progress, the Council predicts, if the important building up of the basic machinery of interstate cooperation is accomplished. Commissions on Interstate Cooperation, it points out, "represent the major opportunity for state governments to reassert themselves as major units of the American governmental system."

More Uniformity Needed in Interstate Crime Compacts

New state legislation aimed at interstate cooperation on criminal matters is already showing need for uniformity, according to Public Welfare News, bulletin of the American Public Welfare Association. Effective control is made difficult by variations in provisions of the eight state acts of this sort passed in 1935, it is pointed out. Some of the laws provide for general compacts while others are limited to parole and probation and still others to the return of fugitives.

Colorado, Indiana, Kansas, Michigan, Minnesota, New Mexico, Oregon and South Dakota are the states which have thus far enacted laws making possible interstate compacts authorized through the Ashurst-Sumners Act passed by Congress in 1934. This was the act giving the right to any two or more states "to enter into agreements or compacts for cooperative effort and mutual assistance in the prevention of crime and in the enforcement of their respective criminal laws and policies, and to establish such agencies, joint or otherwise, as they may deem desirable for making effective such agreements and compacts."

As indication of the variety in the new laws, the bulletin comments that the New Mexico Act, authorizing the attorney general to make the compacts, specifically provides that the legislature must ratify the compact before it is legal. The Minnesota Act, on the other hand, authorizes the governor to enter into compacts, but limits the compacts to reciprocal supervision of persons on parole or probation. It does not state whether subsequent ratification is necessary. The Indiana Act provides for a compact for the reciprocal supervision of parole and probation, and becomes operative upon its ratification by any other state. The governor is authorized to enter into state compacts relating to other provisions for action against criminals. The Michigan law is similar to the Indiana one, and the Colorado Act authorizes the attorney-general to enter into compacts. The South Dakota Act, providing a simple procedure for pursuing criminals across state lines, becomes effective upon enactment of similar legislation in other states.

Use of the compact device has been suggested in five separate fields: (1) to provide procedure for speedy return of fugitives who have crossed state lines; (2) to permit officers of one state to make arrests in neighboring states, particularly in hot pursuit cases; (3) to provide for supervision of parolees or probationers in states other than the one in which they were arrested, convicted, and granted probation or parole; (4) to set up such joint agencies as fingerprint units, teletype systems, radio communicating systems, etc.; (5) to provide for return of non-resident witnesses in criminal cases.

Collecting Delinquent Taxes

American cities are using a variety of devices to collect the \$1,000,000,000 in delinquent taxes they have on their books. What these devices are, and general tax collection procedure advice, are contained in a bulletin just published by the Municipal Finance Officers' Association, which is based on the preliminary report of the Association's committee on tax collection procedure.

Most cities, the bulletin points out, are limited in their remedies against delinquent taxpayers by the laws of their states. There are, however, "many extra-legal devices cities can use to collect both current and delinquent taxes."

Current taxes are being collected in installments in at least 18 cities of this country and Canada, besides all the cities in Oregon. Installments range in number from three to 12, though prevailing practice is to spread payments over four.

Organized tax collection campaigns have found favor in 16 other cities, large and small. Five cities have secured results through notifying delinquents by mail or telephone. Special tax delinquent tax departments have been created, notably in Milwaukee, Roanoke and San Francisco; and special delinquent tax collectors have been employed in other cities, among them being Allentown, Pa., Cedar Rapids, Iowa, Hendersonville, N.C., Nashville, Tenn., Rochester, N.Y., Stratford, Conn., Talladega, Ala., and York, Pa.

Unique among the devices is one patterned after the so-called Christmas Club savings plans. This procedure is followed in Denver, Harvey, Ill. Highland Park, Mich., Kingsport, Tenn., and Portsmouth, Va. Partial payments, the use of special legal staffs and tax receivership laws are other devices used.

Though economic conditions have aggravated the problem of tax delinquency, much of the blame for lack of collections, the bulletin finds, can be laid at the door of a "common inefficiency among cities in tax collection methods and collection procedure," "the experience of some municipalities, under not the best of economic conditions, in continuously collecting almost all their property taxes being evidence of inefficient tax administration among other cities."

Among numerous ways in which tax collection procedure can be improved, the bulletin cites: better control over the development of real estate tax subdivisions; limitation of the construction of special assessment improvements to the point where the combined burden can be reasonably borne by the property owner; equitable assessment of real estate; appointment of all tax collectors and abolition of the fee system; installment payments of both current and delinquent taxes; imposition of a graduated schedule of penalties; prompt foreclosure of tax liens; prompt enforcement of all tax laws.

State Officials in Congress

Analysis of the membership of the United States Congress offers "convincing proof" that the different "layers" of American government are not so far apart as might be thought, according to the December issue of State Government, official magazine of the Council of State Governments, of which Henry W. Toll is executive director.

A compilation made for the Council by Prof. John Brown Mason of Colorado Woman's College, shows that 174, or one-third, of the members of the present Congress "once used to listen to--and perpetrate--legislative orations, once used to be summoned into the lobby to placate constituents beneath the gilded dome of one or another of the forty-eight state capitols."

Figures compiled by the Council of State Governments indicate that 124, or one-fourth, of the members of Congress held executive or administrative positions in state capitols. Not counting duplications, it appears that 261--almost one-half--the members of the Congress of the United States participated in making state laws before they went to Washington.

"This flow of officials from state capitol to national capitol," comments the magazine, "gives encouragement to the movement for state and federal co-operation on a vertical basis."

The tabulation also shows that 7 former governors are members of the present United States Senate and 5 former governors sit in the House of Representatives. Eight former attorneys-general have turned from interpreting the laws of their states to making the laws of the nation.

Training Public Employees in Service

The real training of a public employee is gained on the job, more than in school or through a college education, according to the findings of a conference on training for the public service whose report has just been issued by Public Administration Service of Chicago.

Twenty-eight college presidents, deans, civil service commissioners, teachers and public officials, meeting under the auspices of Public Administration Clearing House, agreed that the importance of training on the job--"post-entry training"--has not been widely realized, and that great opportunities lie before officials and educators to develop such training programs.

Wide-spread training programs, from New York to California, are described in the report, "Training for the Public Service."

Over 33,000 municipal officials in the state of New York--policemen, firemen, finance officers and others--have received training in annual short "schools" conducted by the New York Conference of Mayors. The Board of Regents of the University of the State of New York this year officially recognized the program by issuing a charter creating the Municipal Training Institute of New York State.

Recent schools for firemen, policemen and waterworks officials sponsored by the Virginia League of Municipalities have trained approximately 3000 officials.

The Minnesota schools for local officials conducted under auspices of the League of Minnesota Municipalities in cooperation with the general extension division of the state university, have been concentrated mostly on training of firemen, with occasional short courses for milk and sanitary inspectors, accounting officers, utility superintendents and other official groups. This year the Minnesota legislature passed an act authorizing the university board of regents to conduct a police school.

The nine-year old program of the University of Southern California has included

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annual sessions of public employees in different fields, "after hours" classes held once a week for public officials and employees and a "public business laboratory" for college students. Approximately 4000 public officials have attended the school classes.

The University of California has in recent years held seminars for public officials which are addressed by specialists in the various fields.

The International City Managers' Association is offering correspondence courses for city managers and others to give them the fundamental social and economic background of the city in terms which they had not secured in college.

The Federal Department of Agriculture's Graduate School, started some dozen years ago with the idea of offering professional employees an opportunity to make progress toward an advanced degree, last year gave a new course in personnel administration which enrolled 750 students.

In order to put further emphasis on this part of employee-training, the Conference recommends: (1) that a standing committee on the procedure, standards and objectives of post-entry training be appointed and facilities provided for circulating circulating information on activities in this field; (2) that strong support be given to the efforts embodied in these programs from federal and state vocational education funds; (3) that employing and training agencies jointly assume the responsibility for achieving the objective sought; (4) that a study be made of the possibility of securing visual instructional aids, including motion pictures, for nation-wide use; (5) that the United States Office of Education, through its Division of Vocational Education, be asked to extend its professional services in the field of personnel training.

END

DEC 6 1935

News Bulletin of
PUBLIC ADMINISTRATION CLEARING HOUSE
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Release: Monday, December 9

Insurance, SocialSocial Security Costs Need Study

In computing the costs of a social security program or in measuring its probable results, welfare workers, government officials, industrialists and the general public alike must avoid hysteria and false conclusions, says Fred K. Hoehler, executive director of the American Public Welfare Association, who on December 1 assumed the duties of the office which has been held by Frank Bane, now the executive officer of the Federal Social Security Board.

The proper course to pursue, advises Mr. Hoehler, is to "make careful and unprejudiced studies of all possible costs to industry and the consumer, and to use experience when we have it to indicate what results will ensue."

The question of security for the aged and those who suffer from enforced unemployment "is the most insistent social problem before the public today and will continue until some adequate solution is found," in the opinion of Mr. Hoehler.

"The American Public Welfare Association," he says, "has as one of its primary functions the interpretation of all the possible solutions to this problem to those in authority in state and national governments. We must be prepared to give intelligent counsel and advice to governors, legislators and even local communities on their responsibilities under the present Federal Social Security Act." His staff, Mr. Hoehler points out, is also available for consultation in other fields of social welfare and social legislation when "calls for help from public bodies and local groups interested in adequate public administration" are given.

From 1928 to 1933 Mr. Hoehler was director of public welfare for the city of Cincinnati and Hamilton County, O. During this time he organized the Hamilton County Department of Public Welfare and served as Hamilton County Civil Works Administrator until January 1, 1934. For the past two years he has been Director of Safety for Cincinnati and acting commissioner of the city welfare division.

Mr. Hoehler is a board member of the Legal Aid Society. He serves on the Advisory Committee for the Federal Emergency Relief Administration and on the Economic Security Committee, and is a member of the National Youth Administration Board for Ohio.

Cities Revising Ideas of Real Estate Tax Exemptions

Growing evidence of the disposition of cities to put back on the tax rolls property which for some time has been exempt is found by Albert W. Noonan, technical director of the National Association of Assessing Officials.

The December issue of the Assessors' News Letter, published by the association, calls attention to changes in legislation advocated by New York City's advisory committee on tax exemption and equalization to return \$700,000,000 worth of tax-exempt real estate to the tax list. All exemptions allowed clubs, societies and professional organizations would be eliminated entirely or limited to small accounts. Parsonage exemptions would be removed. Private schools, to be entitled to exemption, would have to offer a stipulated number of free scholarships, available without restriction to students who qualify through public competitive examination. Hospital exemptions would be measured by the quantity of free service rendered. Taxes of a fixed percentage of the sale price would be imposed on land purchased by or sold to cemetery associations. The committee also recommends that the state pay local taxes on its real estate used for purposes from which New York City does not solely benefit. Another recommendation would give the city a voice in the choice of sites for public schools, churches, and other institutions normally exempted, to safeguard the most valuable land against non-revenue producing uses.

Some of the changes in assessment procedure made by other cities during the past six months follow:

Kansas cities, by state law, no longer exempt from taxation property of college and university societies.

In California, a recent court decision threatened to compel all religious, fraternal, charitable and other non-profit organizations to pay taxes in full on their properties. The Supervisors of Los Angeles County, however, adopted a procedure whereby valuations of such property are greatly reduced, on the theory that the property has a much smaller value when used for religious, fraternal or charitable purposes.

The Board of Assessors of Pittsburgh recently ordered all utility owned real estate, hitherto exempt, to be placed on the assessment rolls.

Wisconsin, which passed a law this year exempting all new building construction from taxation until May 1, 1938, may have the constitutionality of this law tested in Madison, where the city assessor has revealed that the exemption will soon create a grave financial problem.

"Municipalities short on revenue because of tax limitation or other causes are beginning to look twice at the tax rolls, to justify adding some of the property now exempt," comments Mr. Noonan. "In many cities such tax-exempt property has been increasing in number and value of parcels and now represents a considerable portion of the entire taxable property. The value of tax exempt property in St. Paul, Minn., for example, is over one-third the total value of taxable property; and in the rural area outside this city, the taxable real estate is \$16,097,000, while the exempt property is worth \$8,753,000."

Crime - Legislation

Sharpen Legal Weapons Against the Criminal

Interstate action in the control of crime was given new impetus when the Interstate Commission on Crime, meeting the first of the month in New York City, approved anti-crime legislation framed at its request by leading law schools of the country. The suggested laws will be submitted to state legislatures in 1936 through the Council of State Governments, which provides the secretariat for the Commission.

Among the bills which the Commission approved, are those proposing the setting up of bureaus of criminal identification in each of the forty-eight states; fingerprinting of all persons who obtain motor vehicle registration certificates and drivers' licenses; and the granting of power to a peace officer of one state to make an arrest in another state when in "hot pursuit" of fugitives.

At present, according to Henry W. Toll, executive director of the Council of State Governments, there are state bureaus of criminal identification in approximately half the states. It is felt that if there were state bureaus in all 48, each acting as a central agency for collecting and exchanging with the other 47 information from local police officers, court officials and coroners, there would be much less chance for the fleeing criminal to escape identification and arrest.

Reciprocal statutes permitting peace officers to cross state lines to pick up a person who has committed a felony would make out-of-state flight of little use to a criminal. In these cases the proposed law would require the peace officer to take his prisoner before a judge, who would determine the lawfulness of the arrest before the fugitive could be returned to the state where the crime was committed.

The Commission also recommended uniform state legislation on extradition of criminals.

Law enforcement

Ohio County Modernizes Law Preservation Office

A county director of public safety instead of a county sheriff will preserve the peace of Cuyahoga County (Ohio) under a charter just adopted by Cleveland and its 35 smaller neighbor communities.

This "modernizing" change is noted in the current issue of the Police Chiefs' News Letter, bulletin of the International Association of Chiefs of Police.

Sections in the new charter relating to the reorganized function of public safety provide that a director of public safety be appointed by the head of the county government, who is to be chosen by the county council. The director of public safety is given all the powers and duties previously vested in the sheriff, and in the three offices of sealer of weights and measures, county dog warden and county coroner.

It will be his duty to investigate and detect crime and arrest offenders; to serve and execute search warrants and warrants of arrest; to have charge of the county jail and the dog pound; and to cooperate with state and other law enforcement officers in the detection of crime. He also has the duty of appointing as a medical examiner a licensed physician to conduct inquests, autopsies and other examinations in the presence of the county prosecutor.

This provision for safety director in the Cuyahoga county charter follows out recommendations of the Ohio Governor's Commission on County Government which made a report on county reorganization a year ago. Thus far Cuyahoga County is the first in the state to adopt a new charter aimed at governmental simplification.

(Mun govt - Reporting)

Cities Report to Their People

Fifty-three cities in the United States made reports of 1934 operations to taxpayers in 1935. This is a slight increase over the previous year, and, according to Public Management, official magazine of the International City Managers' Association, is a favorable indication that cities are coming to recognize the value of municipal reporting.

An analysis of the reports shows a number of interesting facts: The reports are becoming more standardized in size, a majority of those for 1934 being 6 by 9 inches and from 25 to 55 pages long--"easy to handle and quick to read." Practically every report contained an organization chart, enabling citizens to see at a glance the structure of their local governments. Widespread use was made of "Before and After" pictures of municipal construction projects, as well as action photographs of other city activities.

Several reports are commented upon for their unusual innovations. The publications of Dallas, Tex. and Memphis, Tenn. contain articles written in news magazine style on all of the city departments and services. Features in the Dallas report include full-page "advertisements" for the department of public health and the traffic division of the police department; and a suggestion on the back cover to citizens about using the services which tax dollars make available, followed by a list of consulting and advisory services and the departments rendering them. Benton Harbor, Mich. put the back cover of its report to use by briefly summarizing the traffic rules. Under the heading, "What Your City Does for You," Mangum, Okla. lists on one page services provided by the city and on the opposite page asks, "But What Do You Do?"--a plea for more active citizen participation in the improvement of government.

The reports are lacking in one respect, according to the magazine. Instead of appearing within six weeks after the end of the year they chronicle, most of them did not come out before ten weeks or three months had elapsed.

In addition to the 53 cities issuing reports in 1935, a few cities distributed circular letters or brief reports giving summaries of the cost of city services. Among these were Coral Gables, Fla., East Cleveland, O. and Portland, Maine. Cincinnati, Bangor and Kenosha issued special leaflets to supplement their annual reports.

For three years the Vermont State Chamber of Commerce has sponsored a municipal report competition, awarding diplomas for reports outstanding for presentation of financial statistics, general arrangement, city planning, etc. This year Maine and New Hampshire cities have been invited to enter similar competitions with their reports.

1. The first part of the report is a general introduction.

2. The second part is a description of the methods used.

3. The third part is a description of the results.

4. The fourth part is a discussion of the results.

5. The fifth part is a conclusion.

6. The sixth part is a list of references.

7. The seventh part is a list of figures.

8. The eighth part is a list of tables.

9. The ninth part is a list of appendices.

10. The tenth part is a list of footnotes.

11. The eleventh part is a list of errata.

12. The twelfth part is a list of acknowledgments.

13. The thirteenth part is a list of dedications.

14. The fourteenth part is a list of prefaces.

15. The fifteenth part is a list of afterwords.

16. The sixteenth part is a list of indexes.

17. The seventeenth part is a list of glossaries.

18. The eighteenth part is a list of abbreviations.

19. The nineteenth part is a list of symbols.

20. The twentieth part is a list of units.

Cities Serious about Noise Nuisance

City officials are serious about eliminating noise, it is noted in studying new anti-noise ordinances enacted by a growing number of municipalities listed in the United States Municipal News, bulletin of the American Municipal Association and the U.S. Conference of Mayors.

The mayor of Philadelphia has appointed a committee to prepare new regulations on noise, which will be submitted to the council after a public hearing. The present ordinance, adopted in 1933, restricts only commercial loudspeakers (human or mechanical) but does not apply to automobile horns or political campaign band-wagons.

Gary, Ind. has an ordinance prohibiting the use of any noise device on automobiles except a horn. Sirens on police and fire trucks and ambulances are excepted.

Buffalo's anti-noise ordinance, now under consideration by council, bans many kinds of "annoying" noises, including the grating and grinding of overloaded trucks and street cars, buzzing of aircraft used for commercial advertising and too loud, too long vocalizing of pet birds or dogs.

A proposed ordinance for Milwaukee would prohibit any factory from making "loud or sharp" noises between 8 p.m. and 6 a.m. without a permit from the health department.

Louisville proposes to prohibit the hawking of wares in such manner as to disturb the public peace and tranquility.

Detroit has dug up an old anti-noise ordinance which provides that "No motor vehicle shall be run with cutout open or make any other unnecessary sound disturbance. This shall prohibit the sounding of any warning device while the vehicle is not in motion, except when necessary to avoid accident."

Charleston, Boston, Hartford and St. Louis are among other cities currently engaged in anti-noise campaigns, St. Louis directing particular attention to obnoxious horn-honkers.

New York, first of American cities to inaugurate a silent-night campaign, would extend the noiseless hours to 24. A new ordinance proposed for this city provides for modern noises not mentioned in the old ordinance, such as mufflers, noisy truck loads, loud-speakers, radios. It is believed that a clause forbidding the operation of motor vehicles which make noise because of faulty repair, if enacted and enforced, would reduce traffic noise 80 per cent.

A difficulty which may arise in enforcing some of these new noise ordinances grows out of the fact that proof of what constitutes a disagreeable or excessive noise is not easily arrived at without a standard measure. In most cities the police officer's discretion and the offender's willingness to admit provide the only basis for arrest.

In England the Minister of Transport is recommending that all new vehicles be required to conform to certain standards of quietness before they leave the factory. The unit of noise-measure to be used is called the "phon," 130 of which is the limit the human ear can bear without pain. He recommends a limit of 90 phons for a car moving at 30 miles per hour, and 95 phons when it is stationary with the engine run running high. It has been suggested that the restrictions be relaxed by 5 phons for the next two years, so that vehicle manufacturers may have time to devise adjustments.

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Release: Monday, December 16

Municipal Finance-Legislation: 1935

A bird's eye-view of the devices which the 48 state legislatures furnished in 1935 to improve the fiscal machinery of local governments is presented in Municipal Finance Legislation: 1935, issued today by Public Administration Service, Chicago.

The new laws on municipal finance, assembled by Irving Tenner of the Municipal Finance Officers' Association, are described as reflecting continuance of the trend of the depression years toward "patching" the machinery by extending tax collection dates, easing payment of delinquent taxes and widening revenue sources. Also reflected is the impact upon local government of the depression-born undertakings of the federal government, which have made necessary a closer local-federal relationship.

Legislatures continued their lenient policy, begun a year to two earlier, with reference to tax collections. At least 8 states authorized the extension of the tax collection date. A number of states made possible the payment of both current and delinquent taxes in installments, varying the number of installments from four to twenty. Cancellation or adjustment of interest and penalties were authorized by 19 state legislatures and the adjustment of unpaid taxes by 11. Kansas, Ohio, Oklahoma, and Wisconsin permitted the remission of interest in certain cases.

The staying of tax sales of delinquent property was authorized in at least 6 states and the redemption period was extended in 13 states. Redemption of property through installment payments was allowed by several legislatures, which, nevertheless, authorized foreclosure proceedings as soon as any installment became delinquent. The problem of disposing of tax sale property acquired by state and local governments was considered in at least 8 states. Provision was made for converting such lands into forests, for dividing delinquent property among the various governments having an interest in it and for its resale to private parties.

There was the usual number of laws exempting the property of religious, social and charitable institutions from taxation. Legislatures of 4 states authorized constitutional amendment proposals which would exempt homesteads up to amounts varying from \$1,000 in North Carolina to \$2,500 in New Mexico.

Influence of the depression on debt legislation was evident. Many states authorized issuance of revenue bonds to be sold to FWA, relief bonds and funding and refunding bonds. Some legislatures permitted state financial aid in connection with refunding. Legislation enabling municipalities to take advantage of the federal bankruptcy act was passed by more than one-third of the states, but several other states made provision for readjusting indebtedness without recourse to the federal act. Idaho, Nebraska and New Jersey provided for the distribution of partial payments on defaulted bonds. Attempts were made to introduce tax limitation in several states but few of these were successful.

Monkey Wrenches

Recapitulation of the difficulties encountered by the low-cost housing program is contained in a bulletin just sent to its members by the National Association of Housing Officials. Though two years have elapsed since the Housing Division of PWA was organized, there are ample reasons why public housing has advanced so slowly, the report finds.

From the brief history of the housing program are cited these events:

July, 1933--Creation of Housing Division of PWA, with \$125,000,000 set aside for slum clearance and low-cost housing.

November, 1933--Creation of Public Works Emergency Housing Corporation, with allotment of \$100,000,000, to overcome the difficulties inherent in direct government participation in housing projects. PWEHC not allowed to expend any of these funds because of the Comptroller General's ruling it illegal. Housing funds thereby impounded until...

June, 1934--Private limited-dividend projects submitted showing that they could not possibly meet requirements of low rent, good planning and slum clearance under financial conditions then available. Public projects were turned to, making necessary a reorganization of the Housing Division.

December, 1934--President's order for impounding of \$110,000,000 of the \$143,728,000 set aside for housing projects to finance direct relief. Only \$33,728,000 left to carry out projects planned to utilize nearly four times that amount.

April, 1935--Appropriation of up to \$450,000,000 for urban housing passed by Congress in Emergency Relief Appropriation Act, which, however, did not give the Housing Division authority to proceed immediately.

June, 1935--Methods for administration of ERA funds finally worked out and money reallocated to the Housing Division to carry out contracts. Over \$200,000,000 remaining unallotted to definite projects, more work had to be done on planning.

July, 1935--Decision of Circuit Court of Appeals in Kentucky holding unconstitutional the federal government's exercise of the power of eminent domain for acquiring housing sites. Changes necessitated in many plans for projects that could not be carried through without condemnation.

Fall, 1935--Executive order limiting funds for PWA and Resettlement Administration to projects that could be completed in 1936. Housing Division of PWA, as of November 8, had a program under way to spend about \$140,800,000, for limited-dividend projects and 50 public projects, which will house about 29,000 people.

The experience of the Housing Division, comments Coleman Woodbury, executive director of the National Association of Housing Officials, points to some very definite conclusions, important among which are these:

An effective housing program cannot be developed and administered if its finances are dependent on public relief policies or other outside considerations.

Thorough and intelligent city planning by local agencies is as valuable to a housing agency, federal state or local, as it is rare. Selection and changes in sites and similar fundamental problems are difficult without such preliminary planning.

The power of eminent domain is necessary to a slum clearance program but must be used with restraint and care.

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A New Chapter in the History of Child Welfare

Better care for children should come as an important accomplishment in public welfare in 1935, according to the current issue of Public Welfare News, bulletin of the American Public Welfare Association. Provisions of the Federal Social Security Act relating to child welfare are the reason for expecting such results.

"Every provision of the Act is a child welfare measure in the sense that the security of the home and the protection of wage earners provided for make a foundation upon which the welfare of American children can rest," it is pointed out. "More specifically, the Act provides special measures designed to protect the welfare of children by stimulating state provision for maternal and child health work, for hospitalization and convalescent care for crippled children, for child welfare services, and for aid to dependent children."

The first three of these services for the administration of the federal grants-in-aid to the states have been located in the Children's Bureau of the U.S. Department of Labor, and the fourth will be administered by the Social Security Board.

Success of the improved child welfare provisions depends in a large part upon how well the states respond toward fulfilling federal requirements that will make them eligible for a share in the annual federal appropriations.

Says Dr. Albert McCown, who will direct the Maternal and Child Health Division: "I believe the plan must be a long-range one. This is not a relief or emergency measure, even though made especially necessary by an economic emergency. Tangible results may be difficult to demonstrate at first; but we hope that plans will be laid for future development as well as to meet present needs. The plan must secure and hold the cooperation of the medical profession, of dental, nursing and welfare agencies and of the various lay organizations that are involved in the whole health program."

Mary Irene Atkinson, director of the Child Welfare Division, says: "State departments of public welfare have recognized for a long time that if a small amount of additional funds could be made available for special purposes, it would mean a great advance in the Child Welfare Program of the state." Now that the provision has been made, "it is important that the states themselves accept responsibility for initiating and carrying through the type of program which will, to the greatest extent, meet the gaps and deficiencies in their present services."

Prescribing for Municipal Ills

Accurate diagnosis may lead to removal of public administration ills as well as bodily ones. Acting on this assumption, two bureaus of municipal research--Schenectady and New Orleans--recently made studies of their local governments, then prescribed the tonic-lists of needed improvements.

The two widely separated cities have some of the same defects in administration, according to the reports of the bureaus, which are independent agencies financed by private funds: Both bureaus point out that their respective cities should:

1. Modernize their accounting, auditing and financial reporting practices, in order that officials may properly control expenditures and citizens know how their tax money is being spent.
2. Reduce the number of precinct or district stations maintained by the police department, by use of radio communication and organized automobile patrol.
3. Carry on more aggressive fire prevention programs.
4. Speed up tax collections and make the tax system more equitable by better enforcement of the laws providing for the sale of tax delinquent property.
5. Make a complete inventory of city-owned property.

In New Orleans a major need, according to the Bureau, is a new city charter which centralizes authority and responsibility. Schenectady adopted a new charter this fall, and on January 1, 1936, will inaugurate a city-manager form of government.

According to other recommendations of the Schenectady Bureau, this city should begin to make a long-term plan for financing capital expenditures; cooperate with the county and school authorities in purchasing supplies used by all three units; redistrict, so that about the same number of voters will reside in each ward and precinct; and put the municipal pension funds--for policemen and firemen--on an actuarially sound basis.

"These two cities, or any others which have similar improvement programs outlined for them, cannot be expected to carry out all of the recommendations immediately," comments Robert M. Paige, secretary of the Governmental Research Association. "It is the business of the governmental research bureaus to study the situations, however, and to report their findings and recommendations to officials and citizens, who must decide what to do about it."

Whiskey Warehouse Receipts as Investments

Investment in whiskey warehouse receipts is not always legally certain, according to a survey just made by the Council of State Governments through the information clearing service of the National Association of Attorneys General.

If the warehouse receipts are purchased in California, Louisiana, New Hampshire, New York, Ohio, Rhode Island, Washington, West Virginia or Wyoming, the investment is safe enough. In these states warehouse receipts are regarded as negotiable securities; hence they come under the so-called "Blue Sky" laws, protecting against fraud.

If the receipts are bought in any state where they are not so designated the private purchaser must anticipate a number of inconveniences.

In the states of Maine, Minnesota, and South Dakota an individual buyer of whiskey warehouse receipts violates the state liquor law. In other states, although there is no question of legality, it is not possible to secure delivery of the whiskey whenever desired, since it must remain in the government bonded warehouse for at least four years. During this period there will be storage and insurance charges. After the four years, if arrangements are made with a distiller or rectifier to bottle the whiskey, all taxes imposed under the revenue law must be paid as of the date of withdrawal from the warehouse. It cannot be resold unless there is a proper wholesale or retail license. If it is decided to avoid the cost of bottling by selling the warehouse receipt to a distiller or a rectifier, it will probably be found that competition with distilleries which have on hand large amounts of whiskey they can sell cheaply makes it difficult to find a profitable market.

In fact, according to one attorney-general, although whiskey warehouse receipts are very necessary and proper instruments for carrying on commercial transactions, they are no gilt-edge investment for the public.

It is reported from one source that whiskey worth \$30 a barrel is being sold by high-pressure methods at from \$85 to \$100 a barrel, salesmen keeping the purchasers ignorant of the fact that they cannot order it withdrawn at any time, in bulk, and neglecting to tell them that it is subject to taxes, evaporation, storage charges, bottling services, insurance charges, theft, restricted market and probable depreciation in market value.

Making New Local Governments

Hand settlement

About 50 little villages known as subsistence homestead settlements and rural rehabilitation communities are being built up in various parts of the United States.

These communities have as much or more to face in the way of local governmental problems as urban communities. Although they have municipal responsibilities such as the installation of water and sewerage systems and other facilities, it is not easy to raise the revenues necessary for these services, the financial condition of their inhabitants being at a poverty level. This, and decision as to what form of local government administration they should have, once they are removed from federal control, are two of their important problems, according to Joseph Pois, of Public Administration Service, who has just made a survey of one of the communities.

Pine Mountain Valley, Georgia, recently visited by President Roosevelt, was the community under examination. At present Pine Mountain Valley is a "growing" settlement of 11,736 acres, expected by January 1, 1936, to be a town of 300 families. It was started by the Georgia Emergency Relief Administration as a "self-sustaining rural industrial settlement based on a new idea in planning in which the farm and the town are so amalgamated as to become one inseparable whole." The Georgia Rural Rehabilitation Corporation acts as the fiscal and holding agency for the project, which thus far has been allotted over a million dollars, but which eventually is expected to be self-liquidating.

In November, 1934, the first homesteaders--people formerly on the relief rolls--planted their first crops. They began to build houses in May of this year. By January 1, 1936, it is planned to have 300 dwellings and a grammar school building completed. Work will have been well started on a water system, roads and bridges, farm buildings, a warehouse, etc. Homesteaders have helped to build these, since August 1 at monthly wages of \$68 per worker, plus room and board; \$13 of this monthly wage is retained against any future debt to the community. As projects are completed, the monthly wages will be discontinued, the homesteaders then being

expected to derive a living from their farm work and whatever industrial activity the community may afford. They will have their houses--from four to six rooms--and their plots of land, varying from $1\frac{1}{2}$ to 36 acres, for which they will be expected to pay reasonable rentals.

Pine Mountain Valley will probably not require extensive services of the kind ordinarily furnished by local governments, except for education. Police and fire protection will be of the simplest type. Sewage disposal is taken care of at present by individual septic tanks.

The fact that the required governmental services may be rather limited, however, does not do away with the need for establishing a public agency to administer such services, Mr. Pois points out. Although the federal government, operating through the "community" may for the present perform these duties, it is merely a temporary expedient which must ultimately be replaced by an agency having a local governmental status.

Pine Mountain Valley has a community meeting monthly; a council of 12 members chosen by the settlers meets weekly. The general meeting votes on all proposals, but the project manager, sitting with the council, has the power of veto. Even though the settlement may not be incorporated for some time, it is pointed out, a detailed analysis should be made of the legal, social and financial aspects of some form of local government suitable for discharging required functions. The present "extra-legal" community organization, it is added, should be directed in such channels as to make it of maximum value in developing the homesteaders for responsibilities incidental to local self-government.

The community operates a grammar school, the principal of which is at present compensated by the Rosenwald Foundation; secondary instruction is furnished by the high school in the nearby town of Hamilton. It is planned to use WPA projects for both elementary and adult education. The importance of the adult education program to the ultimate success of the community "cannot be over-emphasized," according to Public Administration Service. Proper adult education not only can give the homesteaders the technical training required for the different enterprises to be conducted on this project, but can also develop the enthusiasm and spirit of cooperation that are essential for the successful prosecution of the program."

A permanent plan will have to be developed for assuring the community a proper standard of medical care, it is pointed out. The present project manager has proposed a plan whereby families would pay monthly for specified medical and dental services furnished by physicians and dentists practising in the vicinity.

Community property is held to be exempt from taxation because it was purchased with federal funds. If it remains exempt until title is conveyed to the homesteaders, however, no taxes would be paid for 25 years. Revenue for these and other public services must therefore be secured in some way other than through property taxation, it is pointed out.

Continued efficiency in administering the project is necessary to its success, according to the Public Administration Service survey, which recommends for this and other rehabilitation projects clear definition of the responsibilities of duties of the staff. Not the least important part of the administration, it is emphasized, is an adequate system of accounting and reporting, so that details of income and outlay for the community are known at all times.

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DEC 21 1935

Dec. 23 1935

TO THE EDITOR:

The enclosed issue of the Civil Service Assembly News-Letter constitutes the first release of this week -- December 23. We send you the entire news letter of the CSA, instead of abstracting a news story therefrom. Since there has been so much public discussion of the greatly increased number of employees in emergency federal services a popular belief seems to exist that the merit system has been overlooked in these agencies. The CSA bulletin gives you the facts in the case, to do with as you see fit.

government.

munication recently sent to his office.

The United States Civil Service Commission, the National Civil Service Reform League, the National League of Women Voters, the National Federation of Women's Clubs, the American Federation of Labor, the American Farm Bureau Federation, and employee associations and veterans' organizations are cooperating in the development of National Civil Service Week. It is planned that civic, professional, and official groups will work together in carrying forward a program to inform citizens about civil service and to encourage them to take greater interest in the improvement and extension of the merit system in their localities.

Civil Service Commissioners and the executive officers of commissions have definite places in this program. It is suggested that they: (1) contact the local unit of the National League of Women Voters and cooperate with that unit in its program; (2) arrange with local Lions, Kiwanis, and Rotary Clubs, and other service organizations to devote their meetings during National Civil Service Week to a consideration of the merit system; (3) contact local broadcasting stations and arrange for the delivery of radio addresses on civil service matters; (4) discuss the merit system with editors of local papers, furnish them information about civil service, and encourage them to include news items and editorials on this subject in their papers; and (5) memorize and use (and encourage others to use) the slogans developed as a result of the slogan contest held by the National League of Women Voters. These slogans are presented on page of this NEWS LETTER. They are not copyrighted and may be used freely by all those desiring to interest the public in sound personnel practices.

On November 15, a letter was addressed to the President transmitting the text of a resolution adopted by the Assembly at its Twenty-Seventh Annual Meeting recently held in Milwaukee. The resolution called attention to the many exemptions from civil service that have been made by legislation or Executive Order during the past three years when new Federal agencies have been established; pointed out that such exemptions can no longer be explained by the existence of an emergency; and expressed the view that continuation of this practice constitutes a concession to spoils politics and a serious neglect of governmental efficiency.

In his reply, dated November 30, President Roosevelt listed those newly established Federal agencies in which positions have been placed under the provisions of the civil service law. He pointed out that numerous exemptions from civil service have been made by statutory direction and that further legislation will be necessary before such positions can be placed within the purview of the civil service act. However, he climaxed his comments by stating that "you may be assured that the merit system in civil service will be further extended during my administration."

A letter of acknowledgement was forwarded to the President on December 16. In the letter, it was pointed out that in view of his statements those interested in the future improvement and extension of sound public personnel practices are now looking to the President for leadership to obtain necessary legislation and to correct existing abuses. The correspondence with the President is included on pages 2 and 3 of this NEWS LETTER.

November 15, 1935.

Dear Mr. President:

The Civil Service Assembly of the United States and Canada, during its annual meeting held in Milwaukee on September 26-28, adopted the following resolution pertaining to personnel practices in the Federal service, and directed that it be forwarded to you for your consideration:

RESOLVED THAT It is a matter of serious regret on the part of all those people who hope for continued improvement in public personnel administration that so many positions have been exempted from provisions of the Civil Service Laws either by legislative enactment or by executive order. Accordingly, it is hereby declared to be the belief of this Assembly that the best interests of the Federal service would be realized if all positions, not of a major policy determining character, were included in the competitive classified civil service; that the explanations that an emergency exists is no longer a valid reason for excepting these positions from the classified service; and that the continued exclusion of such positions is a concession to the exponents of the spoils system and a neglect of governmental efficiency.

The transmittal of this resolution has been purposely delayed until your return to the White House in the hope that it would then be brought to your personal attention. The Civil Service Assembly is the association of civil service commissions and other public personnel agencies throughout the United States and Canada. Its members are exceedingly interested in the development and improvement of sound personnel practices in government.

Respectfully yours,
G. Lyle Belsley
Director.

The President
The White House

In his reply of November 30, President Roosevelt listed the organizations that had been placed under the provisions of the civil service law either by Congress or by Executive Order. He also pointed out that a number of the agencies recently created have been exempted by law from requirements of the civil service act and that further legislation will be necessary before positions in those agencies can be brought within the purview of the act. However, the President gave assurance that the merit system in civil service would be further extended during his administration. A facsimile of his letter is presented on the opposite page.

On December 16, the following acknowledgement was forwarded to the President:

December 16, 1935.

Dear Mr. President:

Your letter of November thirtieth, listing recently established agencies in which positions have been placed under provisions of the civil service law, has been received and has been presented to the Executive Council of the Civil Service Assembly of the United States and Canada.

Particular interest has centered in the last sentence of your letter in which you assure the Assembly that the merit system in civil service will be further extended during your administration. This declaration of purpose is most welcome and encouraging. It is recognized that within the past few years numerous exemptions from the provisions of the civil service law have been of a statutory character and that in many instances no permanent corrective action can be taken by you without further legislation. However, your assurances have led us to hope that, pending the adoption of such legislation, you will encourage the administrative heads of those agencies exempted from civil service laws to utilize civil service lists and to follow a genuine merit system in making appointments and in performing other personnel functions. Those interested in the development and extension of sound personnel practices in government are now looking to you for effective leadership in obtaining appropriate legislation and in correcting many of the abuses that now exist.

Respectfully yours,
G. Lyle Belsley
Director.

The President
The White House

CIVIL SERVICE EXTENDED TO CERTAIN POSITIONS
IN CIVILIAN CONSERVATION CORPS

On September 26, 1935, in Executive Order No. 7195, President Roosevelt placed the positions of "junior assistant to technician" in the administration of the Civilian Conservation Corps in the competitive classified civil service and provided that the initial examination to be held by the Civil Service Commission for each Civilian Conservation Corps camp should be limited to enrollees of the Civilian Conservation Corps. In a subsequent Executive Order issued November 9, the President further provided that incumbents of the positions of "junior assistant to technician" may acquire a civil service status for appointment to such positions by passing an appropriate noncompetitive examination to be prescribed by the United States Civil Service Commission. It was also provided that "persons who now hold these positions and who fail to qualify for retention as a result of noncompetitive or open competitive examination provided for herein, shall be replaced within 60 days from the date of the establishment of the Commission's list of eligibles."

THE WHITE HOUSE
WASHINGTON

Warm Springs, Georgia,
November 30, 1935.

My dear Mr. Belsley:

Under date of November fifteenth, you transmitted to me copy of a resolution pertaining to the civil service, passed by the Civil Service Assembly of the United States and Canada at its annual meeting held in Milwaukee on September twenty-sixth to twenty-eighth, 1935.

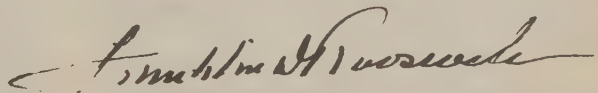
In reply thereto, permit me to call your attention to recent action either by Congress or by Executive Order, placing under the civil service law practically all positions in the following agencies:

The Securities and Exchange Commission
The Federal Communications Commission
The Railroad Retirement Board
Bituminous Coal Commission
Motor Carrier Bureau of the Interstate
Commerce Commission
Social Security Board
Labor Relations Board
Public Utility Regulation
Soil Conservation Service
Collectors of Cotton Statistics
Alien Property Custodian
Farm Credit Administration
U. S. Railroad Administration
Certain positions in the CCC camps.

In an effort to meet the emergency which confronted the nation in the early part of my Administration, a number of newly created agencies were exempted by law from the requirements of the civil service act, and legislation is necessary before these agencies can be brought under the civil service law. You may be assured that the merit system in civil service will be further extended during my Administration.

Very sincerely yours,

G. Lyle Belsley, Esq.,
Civil Service Assembly,
850 East 58th Street,
Chicago, Illinois.



DEARBORN VOTERS ADOPT CIVIL SERVICE

Voters of the City of Dearborn, Michigan approved, by a two to one majority, two amendments to the city charter providing for the establishment of a municipal civil service commission. One amendment placed positions in the fire department under civil service. The other placed under similar provisions positions in the entire municipal service, with the usual exemptions applying to such positions as those held by elected officials and department heads.

CIVIL SERVICE FOR WACO, TEXAS

An amendment to the city charter of Waco, Texas, providing for the establishment of a civil service commission, was the only one of the forty-four proposed amendments to be approved by the voters of that city on November 19.

PHOENIX DIFFICULTIES SETTLED

Information recently received from Phoenix, Arizona indicates that the Civil Service Commission of that city has affirmed and sustained the action of the City Council consolidating the position of Secretary of the Civil Service Commission with that of City Clerk. (See October NEWS LETTER).

SYRACUSE CHARTER CONTAINS NOVEL PROVISION

The revised charter for the City of Syracuse, adopted November 5, 1935, contains an unusual provision requiring that the Chief Examiner of the Municipal Civil Service Commission shall be an attorney-at-law, duly licensed to practice in the State.

SAN FRANCISCO COMMISSION TELLS ABOUT ITS FUNCTIONS

The Civil Service Commission of San Francisco has just published the first of a series of public bulletins for the purpose of informing the citizens of San Francisco about the commission's functions and also to explain the purposes and value of civil service. This new periodical is called "Civil Service Information" and will be published from time to time. It should be of value to civic groups, city employees, and applicants for employment in the municipal service. The first issue contains a list of entrance examinations which are expected to be given in the near future, and a similar list of examinations which have been held since January 1, 1935, showing the number of applicants, participants, eligibles, and ineligibles for every class of employment for which examinations were held. Brief explanations of municipal personnel practices are also included.

SAN ANTONIO BOARD ISSUES PAMPHLET ON TEXAS HISTORY FOR USE OF FIRE AND POLICE DEPARTMENTS

In order to furnish members of the Fire and Police Departments of San Antonio, Texas with appropriate information that will be helpful during the

coming Texas Centennial, the Fire and Police Civil Service Board of that city recently issued a fifteen-page mimeographed pamphlet briefly outlining the history of the founding of San Antonio, the establishment of the Republic of Texas, and the entrance of the State of Texas into the Federal Union. The information presented in the pamphlet will be used by the forces of the Fire and Police Departments as the basis for informing themselves about the history of Texas in order that they might answer questions asked them by visitors during the Centennial.

MINNEAPOLIS LOWERS ENTRANCE AGE LIMITS

337 men applied for a recent examination given for the position of patrolman in the city of Minneapolis. 236 met the prerequisites and took the examination. Of that number, 134 passed. The minimum age for recruitment to the position of patrolman in Minneapolis has been reduced from 25 to 23. The maximum age limit has been lowered from 35 to 30. This is one of many instances in which the age limits for recruitment to the uniformed forces have been appropriately reduced during recent years when more rigid standards have been devised for selecting such workers.

UNITED STATES CIVIL SERVICE COMMISSION DOES RECORD BUSINESS

Despite the unusual increase in the number of applications received by most central personnel agencies during the past several years, the United States Civil Service Commission recently established an all-time record for the number of applications received for a single examination. The pending examination for railway postal clerk has called forth slightly more than 200,000 applications. So far during the calendar year 1935, the United States Civil Service Commission has received a total of approximately 500,000 applications for all announced examinations. This is double the usual number.

RETIREMENT PLANS AFFECTED BY SOCIAL SECURITY ACT?

During the last annual meeting of the International City Managers' Association at Knoxville, Tennessee, Joseph P. Harris of the Social Science Research Council expressed a belief that nationwide old-age insurance will probably act as a great spur to cities to set up their own retirement systems for their workers. Public employees are not included within the provisions of the old-age insurance act of the federal social security program. It is Mr. Harris' opinion, however, that cities will want to provide retirement allowances at least equal to those afforded under the national law. Many cities which now have unsound retirement systems, he pointed out, "would do well to reorganize them and put them on a sound financial basis."

Taking as an example the national old-age insurance system, which does not require workers to

be employed by one single employer over a long period of years, Mr. Harris said that cities might well consider the establishment of retirement systems that would permit employees to move from one place to another without losing their retirement rights. One way of doing this would be to institute a state-wide retirement system similar to that which is now provided for teachers in a number of states. However, this would not permit the transfer of employees across state lines without loss of retirement rights. Another way would be for municipalities to create a national retirement organization, thus placing the retirement plan on a nation-wide basis and permitting the transfer of persons from one city or state to another. A third way "could secure the same results by more liberal provisions in municipal retirement systems which did not wipe out the accumulated insurance payments of an employee when he left the service of the city, but permitted him to leave his funds there until he reached the age of retirement."

SLOGAN CONTEST WINNERS ANNOUNCED

For the past several months, and as a part of its personnel campaign, the National League of Women Voters has been conducting a nation-wide slogan contest for the purpose of developing phrases and slogans that might be used to attract popular interest and attention toward governmental personnel problems and to arouse citizens to recognize the urgent need for qualified personnel in the public service.

The slogan contest has just closed, and Mrs. Thomas Reed Powell of Cambridge, Massachusetts has been awarded the first prize of \$25. Her slogan was FIND THE MAN FOR THE JOB, NOT THE JOB FOR THE MAN. Mrs. Mae S. Crawford of Washington, D. C. won the second prize of \$10 with the suggested slogan of LET ABILITY, NOT POLITICS, BE THE YARDSTICK. The judges gave honorable mention to the following contestants and their suggested slogans:

THE NATIONAL S. O. S. - STAMP OUT SPOILS. (Miss Vera Warrock, Rosebud, Texas).

TO THE VICTOR BELONGS THE RESPONSIBILITY FOR GOOD GOVERNMENT. (Mrs. J. L. Criswell, South Pasadena, California).

TO THE VICTOR BELONGS RESPONSIBILITY FOR GOOD GOVERNMENT. (C. F. McBride, Cleveland, Ohio).

PUBLIC SERVANTS, NOT PARTY SERVANTS. (Marion Quick Wiegman, Maywood, Illinois).

GOVERNMENT IS A CRAFT, NOT A GRAFT. (Mrs. Ward Phelps, Hartford, Connecticut).

MERIT, NOT SPOILS, FOR GOVERNMENT SERVICE. (C. N. Van Buren, St. Louis, Missouri).

FITNESS FIRST. (Miss Annette Fiske, Cambridge, Massachusetts).

The judges of the contest were: Mrs. Albert J. Beveridge, wife of the late United States Senator from Indiana; Miss Virginia Gildersleeve, dean of Barnard College; Margaret Culkin Banning, writer on American public problems; Charles G. Ross, editor of the editorial page of the St. Louis Post-Dispatch; and Ernest K. Lindley, member, Washington Bureau of the New York Herald-Tribune. Several thousand men and women from forty states and the District of Columbia submitted slogans which will be used by the National League of Women Voters in advancing its nation-wide personnel campaign.

MERIT SYSTEM AND CAREER SERVICE URGED IN PUBLIC HEALTH WORK

The adoption of a genuine merit system in the selection of personnel in public health work was recommended by E. L. Bishop, President of the American Public Health Association in his Presidential Address delivered at the 64th Annual Meeting of the Association held in Milwaukee, Wisconsin on October 7, 1935. Mr. Bishop is also Director of Health of the Tennessee Valley Authority. His entire address is presented in the November 1935 issue of American Journal of Public Health and The Nation's Health. Those portions pertaining to the merit system in the selection of personnel for public health work are as follows:

"The third and possibly the most important of all objectives is the establishment of standards of recruitment, education, and training for personnel groups, since no service is better than the people who administer it, nor can knowledge be applied by those who do not possess it. Public Health must be made a career service in which standards of ability and professional qualification constitute the exclusive basis of preferment."

"....."
"The nation-wide program of training, provided by terms of the Social Security Act, will be far reaching and can accomplish much in the improvement of public health work. The present conditions of haphazard employment of untrained or inadequately trained personnel can be transformed into a system whereby individuals deliberately train for a career in the public health service of some unit of government and, ultimately, we may look forward to the time when such work constitutes a career service in the best and fullest sense of that term. This program of training will do more to exclude partizanship and consideration of political expediency from public health organizations than all the statutes that might be written, for it insures a service which will win public esteem because of its merit."

DID YOU KNOW THAT:

the Milwaukee City Service Commission is charged with the duty of establishing standards for teams of horses used on public works, and for establishing methods for registering the teams and assigning them as needed to the several city departments, bureaus, boards, and commissions?

MEMBERS OF ASSEMBLY TO RECEIVE REPORT OF
CONFERENCE ON TRAINING FOR THE PUBLIC SERVICE

Increasing attention is being devoted to problems connected with training for government employment. On June 22 to 24, 1935, twenty-eight college presidents, deans, civil service commissioners, teachers and public officials held a conference at Princeton University under the auspices of the Public Administration Clearing House, to discuss problems connected with training for the public service. It was agreed that the importance of training on the job -- "post-entry training" -- has not been sufficiently realized, and that great opportunities lie before officials and educators to develop such training programs. Examples of successful post-entry training in the public service were presented in order to point a way toward further developments in this field.

Part of the conference was devoted to a discussion of formal college training for the public service. The limitations of any system of scholastic training were emphasized by the educators and administrators attending the meeting. One of the conclusions reached was that during the undergraduate years of college there is little basic difference between training for public employment and for private employment in any of the recognized technical or professional fields. It was believed that a knowledge of the details of government operations should be learned through training on the job rather than through specialized education prior to entrance into the public service. However, it was felt that a broad, general university training during the undergraduate years and a certain amount of specialized training in postgraduate courses would be of definite value to prospective public administrators. "Tool" subjects such as statistics, accounting, English, and library methods were recommended since it was felt that such studies would be helpful to individuals who enter either government service or private business.

The results of the conference have just been compiled and edited by Dr. Morris B. Lambie and have been printed in a forty-nine page booklet entitled, "Training for the Public Service--A Report and Recommendations." It is for sale to the public for fifty cents. COPIES ARE BEING FORWARDED TO MEMBERS OF THE ASSEMBLY WITHOUT CHARGE.

HARVARD ESTABLISHES SCHOOL OF PUBLIC ADMINISTRATION

Harvard University has received a gift of \$2,000,000 from Lucius N. Littauer to establish a School of Public Administration. The establishment of this school has attracted the nation-wide attention of educators and public officials interested in the problem of university training for public service. A commission of five leading educators and students of public administration has been appointed "to make a comprehensive report on university education for public service and to recommend plans for the organization of the new school."

The Chairman of the new commission is Dr. Harold W. Dodds, President of Princeton University. Other members are Dr. Leonard D. White, Member, United States Civil Service Commission; Professor William B. Munro of the Department of Government at California Institute of Technology; Dean Wallace B. Donham of the Harvard Graduate School of Business Administration; and Professor Harold Burbank of the Department of Political Economy at Harvard. Dr. Morris B. Lambie, Professor of Government at Harvard, will serve as secretary to the commission.

In making his gift, Mr. Littauer stipulated "that the new school shall be organized and conducted not merely to train technical specialists but to educate men in a broad way for the public service."

TVA TRAINS PERSONNEL STAFF

The personnel office of the Tennessee Valley Authority has arranged with the Institute for Training in Municipal Administration to have the Institute's course in Municipal Personnel Administration given to a sizable group of TVA employees. Thirty-five members of TVA's staff will participate in the course, which will be given under the immediate supervision of special instructors furnished by the Authority. The textbook on Municipal Personnel Administration prepared by the Institute for use in connection with its personnel extension course (See September NEWS LETTER) will be used.

This cooperative activity on the part of the Tennessee Valley Authority and the Institute for Training in Municipal Administration is an outstanding example of desirable action that has become necessary because of the present dearth of trained personnel officers throughout the United States. The Tennessee Valley Authority has found it essential to train members of its personnel and supervisory staff who are in responsible positions.

NEW YORK CITY TRAINS FIREMEN
IN HYDRAULICS AND ENGINEERING

Interesting developments in post-entry or in-service training programs are taking place in the Fire Department of New York City. They are described in the November 20, 1935 issue of MUNICIPAL REFERENCE LIBRARY NOTES issued by the New York Public Library. In part, the comments included in that publication read as follows:

"Another aspect of the government personnel problem is the attempt to improve training of the civil servants. An interesting development along this line on the part of the LaGuardia Administration is that referred to as the 'college career firemen.' The City of New York has recently embarked upon a program of providing college educations for a dozen firemen interested in fire fighting hydraulics and engineering techniques. [Underlining supplied - Ed.]

"A selection was made from within the fire fighting force. Questionnaires were circulated through the Fire Department and each commanding officer was asked to submit a list of men who had certain requirements with regard to age, education, and experience. A list of sixty-nine young firemen was selected to compete in elimination examinations in order to discover the most competent men among the group. The elimination examinations reduced the number from sixty-nine to thirty. This latter group was further reduced by examination conducted by faculty members of various colleges in New York to twelve.

"The 'college squad' will follow the regular four-year curriculum, specializing in certain technical courses. They will receive basic courses in mathematics, the sciences, technical engineering courses and specialized work in fire fighting. Each fireman has pledged himself to remain in the service at least five years after completion of the college course. The firemen will attend college on the same basis as other college students. They will live at home and draw their usual salaries. It is expected that they will supervise fire-drills at their colleges and supervise fire protection work. During summer vacations they will receive practical knowledge of fire fighting apparatus by work in the city repair shops. It is also planned to place the men at various fire apparatus manufacturing plants.

"It is expected that these men will form the nucleus of a new bureau of technical maintenance in the Fire Department which will supervise maintenance of fire fighting equipment, keep the equipment up to the most modern standards, and draw specifications for new equipment."

FCA PERSONNEL OFFICERS HOLD CONFERENCE

During the week of November 18, the personnel officers from the twelve districts of the Farm Credit Administration met in Washington to hold a conference that was addressed by personnel and other officials of the central office. W. I. Myers, Governor of the FCA, Herbert Emmerich, Executive Officer, and Dick Carlson, newly appointed Director of Personnel, pledged support to a continuation of the merit system in the Farm Credit System, including the district offices which are not subject to formal civil service provisions. Ismar Baruch, W. W. Stockberger, Fred Telford, and other outstanding personnel authorities also spoke.

During the discussions, emphasis was placed on the simplification of personnel procedures and on the installation and operation of classification and pay plans now being installed throughout the Farm Credit System. Other subjects discussed include administrative relationships, recruiting, transfers, promotions, terminations, training and placements, payroll procedures, group insurance, credit unions, employee welfare activities, forms and records, personnel research, and personnel manuals.

PERSONNEL RESEARCH FEDERATION TO MEET

The annual conference of the Personnel Research Federation will be held in New York City January 8, 9, and 10, 1936. One of the chief topics of discussion will deal with improvement of government personnel. Other subjects on the program are Employer-Employee Relations; Social Security Legislation; Supervision; Job and Salary Classification; and Working Conditions, including a discussion of air conditioning. Arrangements will be made for conference registrants to visit outstanding personnel departments in several industrial and commercial establishments including a chain store, department store, hotel, public utility, insurance company, delivery fleet, industrial sales organization, and large office building.

The Personnel Research Federation, which publishes the Personnel Journal, is an association of industrial and commercial companies, technical societies, research institutions, social agencies, and individuals whose chief object is to aid each other in the solution of personnel problems.

All communications concerning the annual conference should be addressed to Mr. Charles S. Slocombe, Manager, Industrial Division, Personnel Research Federation, 29 West 39th Street, New York City.

STATE, COUNTY AND MUNICIPAL EMPLOYEES ORGANIZE

On December 9, 10, and 11, the organizing convention of the American Federation of State, County, and Municipal Employees was held in Chicago. The convention was attended by officers of existing organizations of public employees. Thirty-two delegates were present. They represented such widely separated geographic jurisdictions as Atlanta, Georgia and Minneapolis, Minnesota.

The group drafted and approved a constitution which follows the general pattern of those adopted by many employee associations. A resolution endorsing the merit system was adopted by the convention.

Mr. Arnold Zander, who is at present Executive Secretary of the Wisconsin State Employees Association, was elected president of the new organization. (Those who attended the 1934 meeting of the Civil Service Assembly at Chicago will remember Mr. Zander who delivered an address on the subject of "Effective Personnel Administration in the Public Service through Employee Organizations"). Mr. Roy Kubista was elected Secretary-Treasurer. The executive committee of the Federation will be composed of the President, the Secretary-Treasurer, and seven Vice-Presidents, all of whom are elected with equal status.

The national headquarters of the American Federation of State, County, and Municipal Employees was established at Madison, Wisconsin.

PLANNING REPORT AVAILABLE TO ASSEMBLY MEMBERS

Copies of a report on STATE PLANNING-A REVIEW OF ACTIVITIES AND PROGRESS, published by the National Resources Committee, are available for free distribution to members of the Civil Service Assembly requesting them from the Headquarters Office. This report is a compilation, in summary form, of the activities of state planning boards of the country up to the present time. It is illustrated with maps and other material selected from the reports of the state planning commissions.

PERSONAL NOTES

Robert S. Hare of the staff of the Personnel Classification Division of the United States Civil Service Commission has spent the past several months in Puerto Rico developing and installing classification and compensation plans for the Puerto Rican Civil Service Commission.

Claude C. Conn has been appointed Personnel Officer of the Farm Credit Administration at St. Paul. For some time Mr. Conn has been a member of the personnel staff of FCA's central office. He was previously on the staff of Griffenhagen and Associates, Industrial Engineers and Personnel Consultants.

Mrs. Bradley Thompson, a member of the Tulsa citizens committee recently appointed to draft a charter amendment providing for a merit system in Tulsa, Oklahoma (see November NEWS LETTER); is President of the Oklahoma League of Women Voters.

BOOKS, PAMPHLETS, AND REPORTS

OUTLINE OF INSTRUCTION, POLICE TRAINING SCHOOL, WICHITA, KANSAS. Bulletin No. 104 of the League of Kansas Municipalities. October 1, 1935. Variously paged. \$4.

FIRE FIGHTERS' MANUAL. Arranged by Thomas Diamond and Frank Dalton. Developed by a group of officers in a series of conferences held in Michigan, 1935. Vocational Educational Department, School of Education, University of Michigan. Ann Arbor, Michigan. October, 1935. 164 pp., illustrations.

CAREERS IN THE CIVIL SERVICE. Lee S. Greene. Department of Political Science, University of Wisconsin, Madison. October, 1935. 8 pp., mimeographed.

THE LOAN OF EXPERT PERSONNEL AMONG FEDERAL AGENCIES. James W. Fesler. U.S. National Resources Committee. Land Planning Committee, Washington, D. C. September 9, 1935. 35 pp. mimeographed.

STATE NEPOTISM LAWS. Raymond E. Manning. Legislative Reference Service. Library of Congress. July 3, 1935. 4 pp., photostat. 55¢.

COMPARISON STUDY OF SALARIES AND WAGES, MAINTENANCE AND OPERATION, NUMBER OF EMPLOYEES OF LOS ANGELES COUNTY, 1922-23 TO 1933-34, INCLUSIVE. Los Angeles County Bureau of Efficiency. October 14, 1935. 130 pp., mimeographed, tables, charts.

STUDY OF THE EFFECT OF THE INCREASED COST OF LIVING ON SALARIES OF COUNTY EMPLOYEES, WITH EMPHASIS UPON THOSE RECEIVING LESS THAN \$140.00 PER MONTH. Bureau of Efficiency, Los Angeles County. September, 1935. 10 pp., mimeographed.

FINANCIAL INCENTIVES: A STUDY OF METHODS FOR STIMULATING

ACHIEVEMENT IN INDUSTRY. National Industrial Conference Board, Inc. 247 Park Ave., N. Y. C. 1935. 47 pp., tables. \$1.50.

A HANDBOOK FOR THE PERSONNEL CAMPAIGN; WHAT, WHY, HOW, WHO, WHEN, WHERE. Julia Ricketts King, comp. National League of Women Voters, Washington, D. C. October 1935. 12 pp. 10¢.

A DAY IN MY OFFICIAL LIFE. Officers of the Public Service. Research Studies in Administration. The Institute of Public Administration, Palace Chambers, Bridge Street, Westminster, London, S.W.1., 1934. 61 pp. price 2/6.

THE CIVIL SERVICE COMMISSION; BEING AN INFORMAL DIGEST OF THE SECTION OF THE SURVEY FINDINGS AND RECOMMENDATIONS, SUBMITTED TO THE GOVERNOR OF OHIO, July 6, 1935. Ohio Government Survey Committee, Spahr Bldg., Columbus, Ohio. 1935. 20 pp., charts. Booklet No. R2.

THE EMPLOYMENT CHARACTERISTICS OF NEW APPLICANTS AT THE PHILADELPHIA STATE EMPLOYMENT OFFICE, 1934. Gladys L. Palmer. Special Report A-6, November, 1935. 24 pp., mimeographed. Industrial Research Department, University of Pennsylvania, in cooperation with the Pennsylvania State Employment Service.

JOB HUNTING AND GETTING. Clark Belden. L. C. Page & Co., Boston, Massachusetts. October, 1935. 297 pp. \$2.50.

ARTICLES

TOWARD A MUNICIPAL CAREER SERVICE. Luther Gulick. Public Management, Chicago. November, 1935. pp. 331-333.

DIFFICULTIES IN DEVELOPING STATE AND LOCAL CAREER SERVICES. Luther Gulick. National Municipal Review, New York City. November, 1935. pp. 639-642.

THAT DREAM OF GOVERNMENT CAREER SERVICE: IS IT COMING TRUE? Charles E. Merriam, University of Chicago. Monthly Bulletin, Chicago Municipal Employees Society. November, 1935. pp. 3-4.

WORKING FOR THE GOVERNMENT II. Lindsay Rogers. The New Republic. November 13, 1935. pp. 14-15.

IMPORTANCE OF THE CIVIL SERVICE (Editorial). The Organizer, Organ of Canadian Civil Service. December, 1935.

THE ROYAL CANADIAN MOUNTED POLICE. J. H. MacBrien, Commissioner. New England Police Journal. November, 1935. pp. 8,9,17-18.

SOCIAL SECURITY FOR MUNICIPAL EMPLOYEES. Arthur Stedry Hansen. Illinois Municipal Review. November, 1935. pp. 240-244.

CIVIL SERVICE REMOVALS. Greater Cleveland. The Citizens League of Cleveland, 1307 Smetland Building, Cleveland. October 24, 1935. p. 4.

LEGAL BRAKES FOR POLITICAL MACHINES. K. N. Llewellyn. New York Times Magazine. October 27, 1935. pp. 4, 22.

BENCH MARKS IN THE TENNESSEE VALLEY: BUILDING A LABOR POLICY. Arthur E. Morgan. Survey Graphic. November, 1935. pp. 529-532, 575-576.

PERSONNEL IN LOCAL GOVERNMENT. William Anderson. (This is chapter VI, pp. 96-118, of a book entitled "Local Government and Finance in Minnesota"). University of Minnesota Press, Minneapolis, Minnesota. 1935. (Price of book \$3).

REDUCTION OF PUBLIC SERVANTS' SALARIES IN THE NETHERLANDS. Industrial and Labor Information, published by International Labor Office. November 11, 1935. pp. 225-226.

COMPANY- OR EMPLOYEE- OWNED CARS? D. G. Coombs, Manager of Operations of Shell Petroleum Corporation. Executives Service Bulletin. December, 1935. pp. 5-6.

Government Low-Cost Housing - Federal

"Government assistance to housing whether in the form of credit, contingent liability on insured loans, or direct grants--should be given only in return for reliable assurance that discredited building and finance practices will be abandoned. No policy will be more costly in the long run than saving housing investments resulting from racketeering and high pressure salesmanship...then turning the housing business back, without effective conditions or restrictions, to the same people who have made all or most of the trouble."

Coleman Woodbury, executive director of the National Association of Housing Officials, expressed this opinion in his annual report recently made to the association.

Housing problems, said Mr. Woodbury, exist primarily because of "the disparity between the costs of providing housing and the rent-paying ability of a large proportion of the families of the country." He explained that "if the present economic recovery brings family incomes to a point halfway between the estimates of the Brookings Institution for 1929 and the Real Property Inventory in 1933, half of the non-farm families of the country will have incomes of \$1,400 or less. This means that they can pay normally not more than \$23 per month for rent, or about \$29 for rent including heat and light. If any families in these income ranges can afford to undertake to purchase houses--and possibly a few of the younger families might if their prospects are good for larger incomes in the future in the same locality--the top purchase price, inclusive, should not be more than two times the assured annual income, or \$2,800."

At the same time, Mr. Woodbury pointed out, "housing policies and practices of the next few years will have to be carried out in the face of a constantly increasing demand for housing space." A recent study based on unpublished census material shows that quite aside from the badly needed replacement of unfit and dilapidated buildings, there will be a need during the next ten years for roughly 7,700,000 additional dwelling units. Estimates based on an analysis of 1930 population figures show that there will be many more families in 1945 than in 1930. Five years of this fifteen-year period have already gone with an entirely negligible amount of housing construction completed. This demand for new space, due to changes in the size of families and in the age distribution of the population is more than equal, by itself, to the amount of residential construction carried on during the twenties.

State Planners Discuss Their Jobs

A job so new that its functions are still not clearly definable was discussed at the Conference on State Planning Administration called by the American Society of Planning Officials in Chicago recently. The job was state planning and those discussing it were representatives of 31 state planning boards and three regional ones - the Pacific Northwest, Tennessee Valley and New England.

It was generally agreed that the state planning board, acting as an advisory body to the legislature and the governor, should collect data on the natural and human resources of the state, help to coordinate the planning studies of the individual state departments and make recommendations to the legislature and governor on the basis of the carefully collected and analyzed data looking toward the proper development of the state.

The conference also adopted a resolution that Congress enact the bill now pending before it providing for the creation of a permanent National Planning Board.

"There are 46 state planning boards in the United States and in 33 states legislation has been adopted for the creation of permanent state planning boards, which indicates that the importance of their work is without doubt being increasingly recognized," comments Walter H. Blucher, executive director of the American Society of Planning Officials.

From the reports submitted at the conference, it appeared that in almost every case, the planning board first undertook to inventory the resources of the state. In general, these inventories dealt with land, water and mineral resources. In many cases the data gathered presented to the citizens for the first time a picture of what has been happening to the resources and to the people of those states. As examples: a study in California showed that in 1929 the greater part of the natural gas produced was wasted; studies in Michigan showed that as a result of cutting the timber in that state great areas have been left entirely unusable and that through the misuse of other resources a large percentage of the population in some counties has been forced on relief.

Firemen Go to College

New York City's plan to send twelve firemen to college for training while they are in service as city employees is hailed as "the first attempt by a governmental unit definitely to set up a career service for employees," in the current issue of Public Management, journal of the International City Managers' Association.

The men, chosen for their interest in fire fighting hydraulics and engineering techniques, are expected to form the nucleus of a new bureau of technical maintenance in the fire department of New York's metropolis.

The dozen "college firemen" were selected through a series of examinations from an original group of 69 recommended by commanding officers of the fire departments. Each fireman chosen was required to pledge that he will remain in the service at least five years after completing the college course.

While they are going to school, the firemen will live at home and draw their usual salaries. During summer vacations they will be assigned to work in the fire department repair shops and to various fire apparatus manufacturing plants. While attending their respective colleges, they will supervise fire drills and fire protection.

Upon completing the four-year course the men will return to the department to become the first men of a career service of highly trained technicians in fire fighting. Assigned to the new bureau of technical maintenance, they will supervise the maintenance of fire fighting equipment and draw up specifications for new equipment.

Cities Strive for Peaceful Parking

Cities have yet to find the perfect system for auto-parking in business sections. Metered parking, first tried in Oklahoma City last summer, does not solve the problem completely in Dallas, Tex., which recently adopted the same device.

According to the United States Municipal News, bulletin of the American Municipal Association and the U. S. Conference of Mayors, Dallas has tested the legality of its parking meter law. The test case brought out an opinion that authority is lacking under the existing ordinance to fine a motorist for over-parking unless an officer can testify that he saw him operating the vehicle at the scene of violation. Now the ordinance must be amended so that the presence of an automobile in the metered zone for longer than the paid-for time limit--one hour for a nickel--will be sufficient evidence to convict.

Following the example of Oklahoma City, which reports average fees of about \$80 a day from parking-meters in its business section, several cities are considering buying the parking meters "on trial." Among these are Fort Worth, Atlanta and El Paso.

Meanwhile, other cities are experimenting with new ordinances in an endeavor to limit parking time in their business sections without frightening the shopper away.

Spokane's new traffic code abolishes the 15-minute limitations from commercial zones and provides that trucks or pleasure cars may park in those spots long enough to load and unload freight or passengers. A one-hour limit is set for all other parts of the retail congested area.

Jacksonville's mayor reports success with a plan which restricts parking in one business zone. Motorists must consult officers on the beats, explaining how long their business will take. The officers are given discretionary authority. In another zone parking is limited to two hours. Washington, D. C. has a similar plan.

Los Angeles has tried color to designate parking space limitations. Red curbs designate "prohibited" areas, yellow curbs, "momentary parking" for loading or unloading, and green, "parking allowed for 20 minutes."

Personnel Surveys Under Way

Three personnel surveys now under way for two state governments and one local government indicate new interest in the trend toward improving public personnel.

The three governments--the states of Connecticut and Michigan and metropolitan Cincinnati--have retained Public Administration Service, governmental consultants, to make the surveys. They have differing situations to deal with, but their objectives are the same--to check on and to increase the efficiency of their present systems of employee recruiting and management.

Both Connecticut and Michigan are making their surveys to determine what defects exist in the personnel function in the absence of a civil service system. Connecticut has not had a civil service agency for fourteen years, and Michigan has never had one.

The Cincinnati survey, on the other hand, involves a government which has long had a civil service law on the books. Its object is to find out how administration of this law can be improved.

Both states, according to Joseph Pois, of Public Administration Service staff, report through office-holders an increasing intensity of political pressure for appointment of employees on a patronage basis. In both states, each department and institution must now maintain separate offices and staff to perform personnel functions, whereas one central personnel office might serve several. In the absence of a centralized personnel agency, Mr. Pois points out, the state office positions become "blind alleys" and the people who occupy them have no chance for careers in their governmental service.

Connecticut's survey has been made for the Commission on Reorganization of State Departments. The Michigan survey, just announced, is in charge of the state of Michigan Civil Service Study Commission, appointed by the governor.

The survey in Cincinnati is sponsored by the Coordinating Committee, representing the city government, the schools and the county, all three of which are under examination. One of the main objectives of this survey is to determine how the personnel work of these three governmental services can be "pooled" so as to result in greater efficiency.

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The Man without a State

Transients

Interstate agreements or compacts may find yet another use in solving contemporary problems. Dr. Ellen C. Potter, chairman of the National Committee on Transients and the Homeless, suggests them as a possible solution to the problem of how to care for those who "took to the road" during the depression to find work, and who, after three or four years, now have no legal settlement, hence cannot get relief.

Writing in the January issue of State Government, official magazine of the Council of State Governments and the American Legislators' Association, Dr. Potter points out that since September 20, 1935, when federal transient registration and relief were terminated, states are having to support these members of society. Unless federal relief is resumed for their care, she says, there will have to be either:

1. modification of the laws of legal settlement of the several states, to bring them into working agreement; or 2. abolition of the settlement laws, which in most cases make a man "stateless" after 12 months' absence; or 3. enactment of interstate compacts in the public relief field, providing for the care of the unsettled person wherever he may be.

In Dr. Potter's opinion, since migration of population must be expected as "one of the essential methods of adjustment to the changing opportunities of a dynamic society," the social control exercised "should be not to reduce human mobility but to make use of it and to give it surer direction and guidance."

These "transients" to whom Dr. Potter refers, are by analysis "a good cross-section of the people of America." Nine-tenths of them are white and native born. Over three-fourths of them are under 45 years of age; nearly one-half are under 25; and one-fifth under 20. Of the total number, about 60 per cent are unattached males and 40 per cent are in family groups. Two-thirds have graduated from grammar school; one-sixth have graduated from high school. About 17 per cent of the "unattached" group and 20 per cent of the family heads are skilled laborers. From the fact that only 7.5 per cent of the persons employed on WPA jobs are classified as "skilled," Dr. Potter remarks that "it would appear that there is a higher percentage of skilled labor in this group of transients than in the general population."

Whatever kind of long-range program is worked out, Dr. Potter comments, one of the obvious needs is "a more adequate educational opportunity for every boy and girl to enable more adequate self-maintenance than has been the case in the past, and also to provide an education which will enable the individual to share the fuller, richer life which society must someday provide... Another objective, both immediate and remote, should include improvement in the staffing of the government employment exchanges so that they may afford real guidance and retaining opportunities to these transients."

Who Are Housing Officials?

Who are most interested in the promotion of public low-cost housing, as shown by analyzing the composition of housing authority boards? Not "social workers," as has frequently been said, according to the "Who's Who" of housing officials now being compiled by the National Association of Housing Officials.

Preliminary classification of the persons serving local, state and federal governments in this capacity shows remarkable diversity in business and professional backgrounds.

Among the 129 persons serving 24 housing authorities there are:

16 lawyers	6 merchants
12 public officials	5 contractors or construction men
10 officials of manufacturing enterprises	4 labor union officials
10 officials of civic organizations	4 officers of public utility companies
9 real estate and insurance men	2 doctors
9 educators	2 architects
8 bankers	2 journalists
7 clergymen	1 electrical engineer
7 public welfare officials	1 radio announcer

"Many inferences may be drawn from such a compilation," says Coleman Woodbury, executive director of the National Association of Housing Officials. "Many errors may come from failing to carry the analysis further. Even such a rough classification, however, shows the untruth of many statements and innuendoes about the newly established public housing agencies. They are not dominated by social workers or by any other one class. They do represent a large number of the occupations and professions that are the backbone of our present economic and social organization."

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